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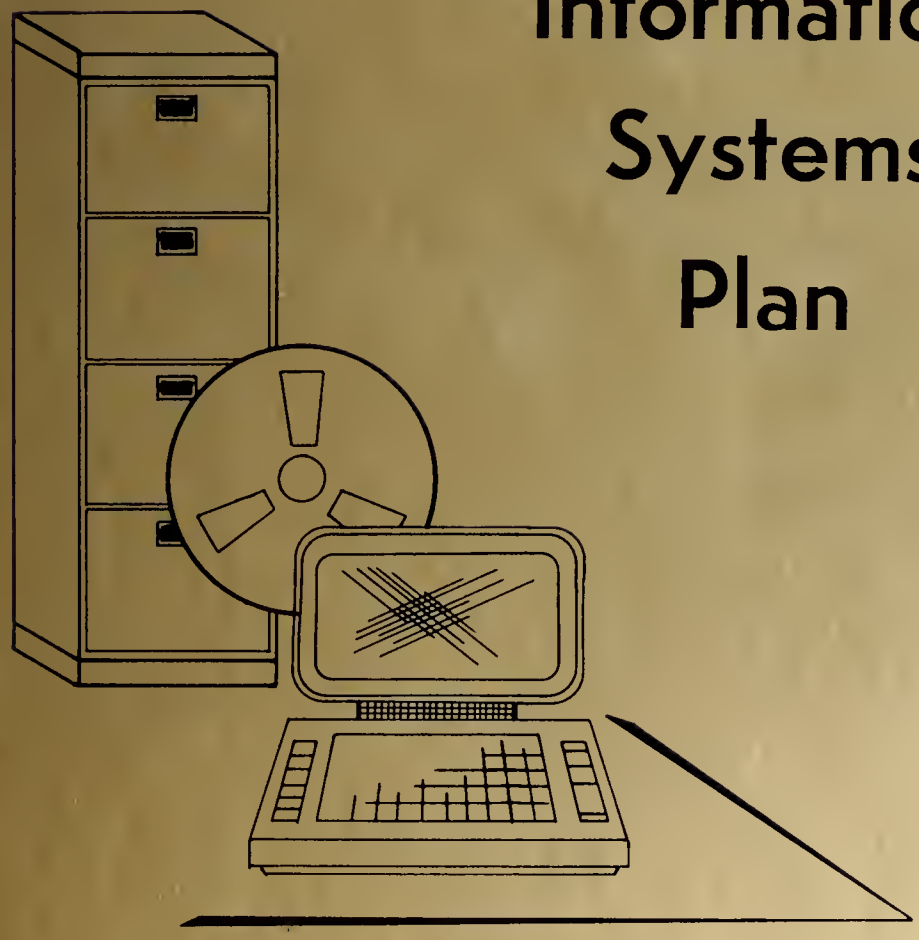
Montana Criminal Justice Information Systems Plan



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February 14, 1977

IN REPLY REFER TO

Information is a vital resource to the criminal justice system. Often, timely and accurate information is not available for operational and management decisionmaking.

The Board of Crime Control has just completed a one-year study of the information capabilities and needs of the state's criminal justice system. This study resulted in the 1977 Montana Criminal Justice Information Systems Plan.

The control of crime in Montana requires the coordination of the state's criminal justice resources. The plan contributes to that effort by providing an overall strategy for use by agencies in developing integrated state and local information systems. It identifies problems and needs, establishes a goal and objectives, sets priorities, defines responsibilities, and recommends LEAA funding for information system projects. The implementation of this plan requires the cooperation and participation of all criminal justice agencies.

We would like to have your reaction to this document. Please take a few minutes to complete the enclosed questionnaire. Your response will help us to periodically update and improve the plan.

Michael A. Lavin
Administrator
Montana Board of Crime Control

Enclosures

MONTANA CJIS PLAN QUESTIONNAIRE

1. If applicable, please indicate your affiliation with government and the criminal justice system. *(Check one each column)*

Government	Criminal Justice System
☐ Federal	☐ Law Enforcement
☐ State	☐ Prosecution and Defense
☐ County	☐ Courts
☐ City or Town	☐ Corrections
☐ Non-Government	☐ Other Criminal Justice
	☐ Non-Criminal Justice

2. What is your general reaction to this document?

☐ Excellent ☐ Above Average ☐ Average ☐ Poor ☐ No Use

3. To what extent do you see this plan as being useful in terms of: *(Check one each line)*

	Useful	Of Some Use	Not Useful
a. Providing new or important information	☐	☐	☐
b. Providing overall direction to information systems development	☐	☐	☐
c. Developing or supporting new information system projects	☐	☐	☐
d. Preparing grant applications for LEAA funds	☐	☐	☐
e. Modifying existing information systems	☐	☐	☐
f. Other _____	☐	☐	☐

4. What ways should this plan be improved? *(Check one or more)*

☐ Structure/Organization ☐ Content/Coverage ☐ Objectivity
☐ Writing Style/Format ☐ Satisfactory as Written

5. Do you agree with the goal, objectives and tasks presented in Chapter II of the plan?

☐ Agree ☐ Partially Agree ☐ Disagree

6. Do you agree with the projections involving priorities, implementation and responsibilities in Chapter V?

☐ Agree ☐ Partially Agree ☐ Disagree

Comments:

7. What is your reaction to the information requirements defined in Chapter III?
(Check one each line)

	Above Average	Average	Poor
a. Law Enforcement	☐	☐	☐
b. Courts	☐	☐	☐
c. Corrections	☐	☐	☐
d. Criminal Justice System	☐	☐	☐

8. To what extent were the illustrations in the plan found useful?

☐ Highly Useful ☐ Of Some Use ☐ Not Useful

Specific Problems:

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MONTANA
CRIMINAL JUSTICE
INFORMATION SYSTEMS PLAN

JANUARY 1977

SECOND EDITION

MONTANA BOARD OF CRIME CONTROL
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IN REPLY REFER TO

This comprehensive plan for criminal justice information systems was developed through the combined efforts of representatives from state and local government. It provides the direction necessary for the development of integrated, state and local criminal justice information systems. The successful implementation of this plan will require voluntary cooperation and extensive effort by all criminal justice agencies in Montana.

The plan was reviewed and approved by the Montana Board of Crime Control and the Criminal Justice Information Systems Advisory Committee. It will be used by the Board in allocating LEAA funds for information system projects.

I would like to thank everyone who contributed to the development of this plan and urge your participation in its implementation.

Gordon Browder

Gordon Browder, Ph.D.
Chairman
Montana Board of Crime Control

FOREWARD

The second edition of the Montana Criminal Justice Information Systems Plan is an attempt to define the statewide scope and direction for development and operation of integrated manual and automated information systems. The original plan, published by the Montana Board of Crime Control in 1975, was prepared to meet a federally imposed condition for funding the state's Comprehensive Data Systems program.

Since that time, it has become apparent a more comprehensive plan with broader input and greater acceptability is needed. Planning is dynamic and requires continual attention to new problems, priorities and technology.

Several criminal justice agencies are interested in developing information systems with LEAA funds provided through the Board of Crime Control. When requests far exceeded available funds and differences arose on how systems should be developed, the Board placed a moratorium on the funding of new automated systems. The task of developing an acceptable plan as a basis for lifting the moratorium was assigned to the Board's staff and CJIS Advisory Committee. That committee, appointed an information systems planning subcommittee to work with staff in preparing this comprehensive master plan.

This plan is the result of extensive analysis and research. It would not have been possible without the assistance of the subcommittee which met regularly to review and comment on the staff's research and writing. Their contribution to this effort is greatly appreciated.

This plan, following acceptance by the CJIS Advisory Committee and Board of Crime Control, will be presented to the Governor, Legislature, criminal justice agencies and LEAA as the official state criminal justice information systems plan. It will be used by the Board of Crime Control and should be used by state and local government as Montana's plan for funding information systems development.

The Montana CJIS Plan recommends the development of integrated information systems that provide for the sharing of criminal justice information. It emphasizes centralized systems at the state and local level and balanced development among law enforcement, courts and corrections. Indications are that planning and coordination will become increasingly important as new systems are developed. Adoption of this plan should lead to the most efficient and effective development and operation of criminal justice information systems possible within limited resources.

Ken Curtiss

Ken Curtiss
Project Director

Acknowledgments

Montana Board of Crime Control

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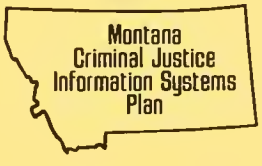
I

Introduction



The introduction includes a discussion of recent criminal justice information systems development in Montana, the need for comprehensive planning and proposed legislation. Current problems and future needs are summarized and the purpose, scope and content of this plan is explained.

Recent Information System Development

PERSPECTIVE

Next to manpower, information is the most important resource of a criminal justice agency. Information and communication systems must be developed to provide operational information about persons, incidents and cases as well as management information concerning workload, personnel and budget. Such information must be accessible, complete, accurate and timely to be useful to an agency in meeting its objectives in a productive and efficient manner.

The large but sparsely populated state of Montana has many small criminal justice agencies operating in rural environments. Although jurisdictions are geographically large, their resident populations are small and scattered throughout the service area. The agencies' operational difficulties are compounded by small and often inadequate budgets.

Demographic conditions have inhibited the development of sophisticated information systems requiring expensive equipment such as microform (microfilm, microfiche, aperture cards, etc.) devices and computers. Most Montana criminal justice agencies rely on manual files and records for information. As there is little uniformity in the information recorded or systems used, the capability for sharing information among agencies or components of the criminal justice system is severely limited. Duplication of effort is common.

The current status of manual, microform and computerized information system development follows. A more detailed description of the major criminal justice information systems in Montana is found in Appendix A.

MANUAL SYSTEM DEVELOPMENT

Most Montana criminal justice agencies still rely on their individual manual records system for information. Many of these agencies are now in the process of improving the operating efficiency of their manual systems.

In 1973, the Board of Crime Control developed the Small Department Reports and Records System to assist small law enforcement agencies in upgrading or establishing manual information systems. This system provides law enforcement agencies with procedures and forms to record important events and retrieve operational and administrative information.

Since 1974, several agencies with relatively large information repositories--such as the State Identification Bureau, Great Falls Police Department and city/county law enforcement in Billings and Missoula--have received LEAA funding to analyze, consolidate and improve their manual systems. These programs are continuing through state and local appropriations.

******

Most agencies find it difficult to update, maintain and retrieve information from their manual systems. These difficulties developed and compounded over the years through a lack of management emphasis on the need for an efficient system.

Consequently, many manual systems are not fully utilized due to incomplete, inaccurate or inaccessible data. Often, insufficient resources are available to improve, operate or maintain these systems.

MICROFORM SYSTEM DEVELOPMENT

Microform equipment is used less frequently than computers or manual systems by the Montana criminal justice system. In this decade, however, several agencies have begun using microform equipment to provide better utilization of storage space and more rapid retrieval of information than is possible with manual systems.

Microform cameras and reader/printers are the equipment currently in use and the county clerks of court are the primary users. In a 1975 survey by the County Clerks of Court Association, about 70 percent of that group reported use of microform equipment for storage and retrieval of civil and criminal records. In many cases, equipment used by the courts is borrowed from, or shared with, the County Clerk and Recorder's Office.

Other agencies using microform equipment include Montana State Prison, Montana Highway Patrol, the State Identification Bureau, Great Falls Police Department, Billings Police Department and the Yellowstone County Sheriff's Office.

COMPUTERIZED SYSTEM DEVELOPMENT

******

Within the last decade, there has been limited development of computerized systems by law enforcement, court and correction agencies in Montana.

******

State agencies are the primary developers and many efforts relate to highway safety rather than to criminal justice. Illustration I, page 3, outlines the historical development of computerized criminal justice information systems in Montana during the last decade.

The first such automated system in Montana--the Department of Institution's Aftercare Movement System--became operational in 1966. This was followed by corrections systems providing juvenile social history and foster home information.

About 1970 several other state agencies implemented automated systems. The Board of Crime Control developed statewide statistical systems for analysis of juvenile court probation and law enforcement arrests. The Department of Justice implemented the Montana Law Enforcement Teletypewriter System (MLETS), a statewide communications network for law enforcement agencies. An automated driver license system was developed by the Highway Patrol.

Montana's two largest local communities implemented automated systems in 1969. The Billings Police Department developed an officer activities reporting system

HISTORY OF COMPUTERIZED CRIMINAL JUSTICE INFORMATION SYSTEM DEVELOPMENT IN MONTANA

YEAR	LAW ENFORCEMENT	COURTS	CORRECTIONS
1966			Aftercare Movement (Dept. of Institutions)
1967			Juvenile Social Histories (Dept. of Institutions)
1968			
1969	Officer Activities (Billings Police Dept.) Traffic Enforcement (Great Falls Police Dept.)		
1970	Communications Network (Department of Justice) Driver Licenses (Highway Patrol)	Juvenile Court (Board of Crime Control)	Juvenile Foster Homes (Dept. of Institutions)
1971	Arrests (Board of Crime Control)	Parking Tickets (Billings City Court) Statute Retrieval (Dept. of Community Affairs)	
1972			
1973	Offenses (Board of Crime Control)		Mental Health Patients (Dept. of Institutions)
1974	Driver Summons (Highway Patrol) Violator Reporting (Dept. of Fish & Game)		
1975	Investigation (City/County—Billings)		Adult Corrections (Dept. of Institutions)
1976	Vehicle Registrations (Dept. of Justice) Field Operations (City/County—Billings)	Juvenile Probation (Board of Crime Control)	

ILLUSTRATION I

and the Great Falls Police Department a traffic enforcement activities system. A few years later the Billings city court developed a system for processing parking tickets.

Many of these early systems were, at least in part, funded by the federal Law Enforcement Assistance Administration (LEAA). These systems were generally successful in meeting agency information needs and additional systems followed.

At the state level, the Department of Justice upgraded MLETS with computerized message switching. Driver summons and vehicle registrations were added to that Department's information system capacity. The Department of Fish and Game implemented a violator reporting system and the Board of Crime Control a statewide, criminal offenses statistical system. The Legislative Council purchased a statutory information retrieval system and the Department of Institutions implemented a mental health patient statistical profile system.

In 1974, the Billings Police Department and Yellowstone County Sheriff's Office began work on the first phase of a consolidated city/county law enforcement information system. That system began with centralized records and an automated investigation component.

The automated systems mentioned above use *shared* computers (computers which also process noncriminal justice data). The only *dedicated* computers (those which process only criminal justice information) are operated by the Department of Justice to support the MLETS network.

FUTURE DEVELOPMENT

Montana criminal justice agencies are now developing broader, more sophisticated, automated information systems. These systems are long-range, multi-agency efforts which will have greater impact on the criminal justice process. The new systems are expected to provide timely and accurate information for planning, operation and evaluation of the criminal justice system.

These systems include the Offender Based State Corrections Information System (OBSCIS); Juvenile Probation Information System; Management and Administrative Statistics System; Offender Based Transaction Statistics/Computerized Criminal Histories (OBTS/CCH); and, the City/County Law Enforcement Information System in Billings.

Future criminal justice information systems will require improved manual, microform and computer processing. Brief descriptions of these three information processing techniques are found in Appendix B.

Montana is considerably behind the information system development underway in most other states but there are advantages in starting late. The experience of more advanced states can be utilized in designing cost-effective systems. Refinement of computer technology continues. As Montana has no great investment in computer hardware and software, it has the flexibility to introduce advanced equipment and techniques without massive conversion costs.

Comprehensive Planning

NEED FOR PLANNING

The absence of timely and accurate information is a major problem of the Montana criminal justice system. Operational and management decisionmaking is limited by the lack of uniform and comparable data. This deficiency may be traced to poor coordination and cooperation among criminal justice agencies.

A general lack of understanding of the potential of shared information exists among Montana criminal justice agencies. Although several agencies are developing information systems, their efforts are largely uncoordinated. Stored information is not routinely made available to other jurisdictions. In fact, most criminal justice agencies are not aware of other agencies' data collection, storage and utilization.

Criminal justice agencies, although separated organizationally, are related functionally. Crime and criminal justice transcends political boundaries. Agencies must exchange and share information to accomplish their mutual objectives.

Current statewide information deficiencies include: incomplete and inaccessible information about criminal activity; an inability to track offenders through the Montana justice system; inadequate statistical data for planning, research and evaluation; uncertainty as to what information should be maintained by state and local agencies; and, duplication of effort in data collection and storage.

******

The statewide lack of information, limitation of resources, duplication of effort and the limited knowledge and understanding of the benefits of shared information indicate the need for a master plan.

******

Montana needs a comprehensive criminal justice information systems plan to direct state and local agencies in the development of integrated systems. Such a plan should provide policies and procedures for inter-agency and intergovernmental exchange of criminal justice data. It should provide for development of individual agency systems as well as the allocation of funds for priority information needs.

The Montana Justice Project recognized current information problems and the need for planning. Standard 1.2 of the Project's Information Systems Report specifies that Montana prepare a master plan for development of an integrated network of criminal justice information systems. The report emphasizes that long-range planning is critical to the development and operation of information systems at the state and local levels.[1]

---

[1]Montana Justice Project, *Information Systems Report* (Helena, Montana: Montana Justice Project, 1976) pp. 9, 10.

The Montana Board of Crime Control is authorized to allocate funds awarded Montana under the terms of the Omnibus Crime Control and Safe Streets Act of 1968.[2] In the past few years, the Board has received numerous requests to fund computer and microform hardware and information system development. These requests far exceed available funds.

No unified direction or acceptable plan has been available to guide the Board in deciding how to allocate funds. Consequently, in December, 1974 the Board declared a moratorium on further funding of computer or microform hardware and related information systems development until a comprehensive master plan was developed.[3]

PLANNING AUTHORITY

In 1975, the LEAA Regional Office by authority of Part G, Section 601(M) of the Crime Control Act of 1973, directed Montana to prepare a comprehensive, statewide criminal justice information systems master plan in order to receive LEAA funding for the development of information systems. The plan was previously required for funding of the Comprehensive Data Systems program.

Development and maintenance of the information systems plan became a joint responsibility of the Board of Crime Control's staff and Criminal Justice Information Systems Advisory Committee. This standing committee advises the Board on criminal justice information system matters such as funding, planning and legislation.

SCOPE AND CONTENT

The Montana Criminal Justice Information Systems Plan provides the overall strategy and direction for criminal justice agencies to develop, implement and operate integrated information systems at state and local levels. The plan defines the interrelationship among criminal justice information systems and the related statewide exchange of information. It illustrates how integrated systems can provide needed information to criminal justice agencies and discusses the probable impact of such systems on the control of crime and delinquency.

Guidelines are provided for system development, information collection and distribution. The plan identifies problems and needs, establishes a goal and objectives, defines roles and responsibilities, documents system requirements and develops policies and procedures. Priorities, legislation and funding needed for the orderly development and operation of both automated and manual information systems are recommended.

---

[2]Section 82A-1207(4).

[3]The moratorium was passed by the Board of Crime Control at the December, 1974 meeting. The action is recorded in the minutes of that meeting.

A six-year implementation schedule and a discussion of technical standards and management controls for information systems are included in the plan. Privacy and security of criminal justice data as well as mandatory reporting requirements are also discussed.

The plan is limited to criminal justice information systems and is not directly concerned with the information requirements of highway safety or civil justice. However, it does address the need for particular criminal justice agencies to obtain access to vehicle registration and driver license information.

IMPLEMENTATION OF THE PLAN

This plan assumes management support for the development and use of information systems in the future. Limited budgets have inhibited the development of such systems in the past. Consequently, information has been inaccessible or untimely and of minimal use in operational and management decisionmaking.

In its description and support of an integrated, statewide system, this plan focuses on information as a major factor in the planning, operation and evaluation functions of the criminal justice system.

******

The Montana Criminal Justice Information Systems Plan will be used by the Board of Crime Control in determining the allocation of LEAA funds for criminal justice information system projects.

******

Available federal funds will be spent in implementing systems which meet the specifications of this master plan. The plan also should provide direction for the expenditure of state and local funds for criminal justice information systems. It is expected to be the basis for future development and maintenance of criminal justice information systems in Montana.

Legislative Action

BACKGROUND

In the last decade, many national, state and local projects aimed at improving the criminal justice process have been undertaken. The Montana criminal justice system continues to search for more effective approaches to the control of crime and the administration of justice. Emphasis has been placed on the use of modern technology in this effort. Through the work of groups such as Project SEARCH,[4] information and communication systems have been developed to improve the operation of the criminal justice system. However, this technology also has created unique problems and pointed out long existent inadequacies in traditional information access, storage and dissemination.

Formal legislative support for the development and operation of criminal justice information systems is inadequate. Although authorization for data collection by criminal justice agencies is found in several sections of the Montana statutes, in most cases it is vague and nonspecific. Most criminal justice agencies do not have specific legal authorization to engage in data collection, storage and dissemination.

The speed and ease with which large amounts of data can be stored and used through automation requires special consideration of data security and individual privacy. As such technological concerns are relatively new, they are not fully addressed by state law.

Legislation defining the right to privacy of the individual and the operational responsibilities of criminal justice agencies in processing information has been considered by the state legislature in recent sessions. However, no legislation has been adopted.

PROPOSED LEGISLATION

Montana's criminal justice community has addressed the legislative problems related to information systems development and use. One such effort was that of the Montana Board of Crime Control's Criminal Justice Information Systems Advisory Committee which has drafted privacy and security legislation for presentation to the state legislature in January, 1977.

This draft legislation suggests an approach to control and coordinate criminal justice information to insure accurate, complete records and general protection of the individual citizen's right to privacy. The proposed legislation would give authorization to certain criminal justice agencies to collect specific types of information. Policy for dissemination of criminal

---

[4]Project SEARCH (System for Electronic Analysis and Retrieval of Criminal Histories) was initiated in 1969, with LEAA funding, as a multi-state effort to develop a prototype computerized information system for the interstate exchange of criminal histories. In 1974, Project SEARCH became SEARCH Group, Incorporated, a private, nonprofit research organization dedicated to the application of advanced technology to improve the administration of justice in the United States.

justice information and security guidelines to protect such information from abuse are detailed. The proposal also contains provisions for individuals to inspect their personal records and correct errors discovered in those records. Finally, the proposed act would establish a state privacy and security board to regulate criminal justice information systems according to provisions of the act.

CRIMINAL JUSTICE STANDARDS AND GOALS

The Montana Justice Project's Information Systems Task Force was created to develop standards and goals for criminal justice information systems in the state. The Task Force's final report, which contains goals, standards and recommendations for the planning, development, operation and security of criminal justice information systems was approved by the Justice Project's Council for submission to the Governor, legislature and public.

That council prepared draft legislation, in accordance with the report, which would authorize the Montana Board of Crime Control to plan and coordinate the development of criminal justice information systems. This proposal includes a provision directing the Board of Crime Control to draft legislation necessary to implement the remaining standards and goals contained in the task force report.

The Information Systems Report includes standards and recommendations concerning several goals selected as priorities by the task force. These goals, listed in order of importance, are:

1. Legislation must be written to establish privacy and security safeguards for all criminal justice information systems.

2. Montana must authorize an agency of state government to advise and coordinate the development, administration and operation of the state's criminal justice information systems at all jurisdictional levels. Authorization should also be given for a state statistical analysis center to collect, analyze and disseminate information describing the extent of crime and the performance of the criminal justice system.

3. Montana should authorize development and operation of information systems to meet the needs of the three components of the criminal justice system: law enforcement, courts and corrections.

4. Montana should develop an information system capable of providing rapid, efficient identification of a criminal offender, as well as supplying criminal background and current status information for such an individual.

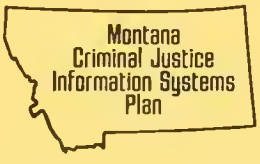
5. Montana should update its statutes authorizing criminal justice agencies to report and collect information. Legislation requiring mandatory reporting is necessary to enable the Montana Department of Justice, Supreme Court, Corrections Division of the Department of Institutions and all individual criminal justice agencies to collect information for the development of statewide information and statistics systems.

The report's standards and recommendations should provide criminal justice professionals and the public with an understanding of the information needs of the criminal justice system.

In the area of privacy and security, there are several differences in the Board of Crime Control's legislation and the Montana Justice Project's standards and goals. These differences include: education (both professional and public), selection of the privacy and security board, and the criteria and methods for purging records. The different approaches provide alternatives for handling the privacy and security of criminal justice information.

II

Goal and Objectives



The goal of this plan is the coordinated development of information systems that improve the Montana criminal justice system and contribute to the reduction of crime. Objectives and tasks have been identified as necessary for the attainment of that goal.

Goal and Objectives

GOAL OF THE PLAN

This chapter defines the goal of this state criminal justice information systems plan, objectives which support that goal and the tasks necessary to accomplish the goal and objectives.

******

The goal of this plan is to reduce crime by improving the quality and effectiveness of the Montana criminal justice system through the coordinated development of criminal justice information systems.

******

This goal implies three important points concerning the development of criminal justice information systems: information systems are important in reducing crime and improving the criminal justice process; a master plan is required for orderly development; and, development must be a coordinated national, state and local effort involving law enforcement, courts and corrections.

OBJECTIVES

Seven objectives have been identified to support the goal of this plan. The order of these objectives is not related to their importance.

OBJECTIVE 1. INCREASE THE APPREHENSION OF CRIMINALS

A major objective will be increased apprehension of criminals at large. There is little question that arrests will increase as reliable information about criminals becomes rapidly accessible to law enforcement. Well publicized information systems such as the National Crime Information Center (NCIC) and the Missouri Uniform Law Enforcement System (MULES) have been effectively used to apprehend wanted or known professional criminals seeking to evade detection by movement across political boundaries.

The ability of law enforcement to investigate crimes is enhanced by systems that share information. Law enforcement can exclude suspects who are deceased or incarcerated. It can identify other suspects based on known characteristics or methods of operation. Information may determine that offenders apprehended for one crime are wanted or suspected of other crimes. Such information reduces the number of cases in which the subject avoids arrest for lack of timely information about related crimes.

OBJECTIVE 2. INCREASE THE SAFETY OF LAW ENFORCEMENT OFFICERS

Prior to approaching a stopped vehicle, a law enforcement officer should know whether the vehicle is stolen, the identity of the registered owner and whether the owner is wanted, has a criminal record or is on probation or parole. This information can be obtained from a license plate number that is entered into interrelated automated files on stolen vehicles, vehicle registrations, wanted persons and criminal histories. A responsive information system should

provide this information within two minutes. Such information affects the officer's personal safety and governs his actions in handling the citizen contact.

Currently automated information in NCIC files and state vehicle registrations and driver licenses are available to Montana law enforcement officers. State and local data on wanted persons, outstanding warrants, persons on probation and parole and criminal histories are not readily available to most officers in the field.

OBJECTIVE 3. INCREASE THE CRIMINAL JUSTICE SYSTEM'S ABILITY TO DETER CRIME

Integrated, statewide criminal justice information systems can be a deterrent to crime. Widespread knowledge that a coordinated information network using computer and telecommunications technology is in use may increase a criminal's fear of being apprehended. The Internal Revenue Service has deterred tax fraud in a similar manner by publicizing the computerized auditing of income tax.

This assumption relies on the philosophy that the incidence of crime is, to some degree, dependent on the criminal's fear of being apprehended and punished. If integrated criminal justice information systems can deter individuals from embarking upon criminal activities, costs of crime and the processing of the offender through the criminal justice system can be avoided. A great cost avoidance could be realized through a small reduction in the crime rate.

OBJECTIVE 4. INCREASE THE RATE OF REHABILITATION OF OFFENDERS

Criminal justice information systems can support the successful rehabilitation of offenders in several ways. Offender records which show offenses, convictions, diversion, sentences, correction programs and incarceration provide valuable information for evaluating the rehabilitation of offenders. Such data may assist judges in evaluating options prior to sentencing. This information could also assist probation and parole officers in planning individual rehabilitation programs for the offenders under their supervision.

Offender statistics would show the effectiveness of the various rehabilitation programs in terms of recidivism.[5] Computation of the recidivism rate makes it possible to relate programs to results for all types of rehabilitation activities. Nonproductive rehabilitation programs could be dropped and new programs adopted and tested.

Management information systems would support decisionmaking and planning. Corrections administrators could determine the current status of a program

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[5]Recidivism is the primary measurement of habitual criminal behavior. There is no standard measurement used throughout the criminal justice system. The Montana Justice Project Report on Corrections defined recidivism as a criminal act resulting in the conviction of an offender who is under correctional supervision or was released within three years and technical violations of probation and parole resulting in the return of an offender to a correctional institution.

including staff coverage, the number and characteristics of offenders in the program and the cost of the program.

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Changes in staff, the number and types of offenders and budget over periods of time could be compared with the effectiveness of the rehabilitation process. The use of statistics and other information by correctional administrators is necessary for the effective control and improvement of rehabilitation programs.

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OBJECTIVE 5. IMPROVE THE MONITORING OF PERSONS ON PROBATION AND PAROLE

The monitoring of individuals in correction programs could be improved by accurate and timely data on the current location and status of all offenders under supervision. An offender based corrections information system would link the offender to a particular corrections program. It would record corrections movement based on agency admissions, departures and special conditions such as work release. The system would tell when and where an offender entered into and exited from the corrections system. It would identify the offender's supervising agency or officer.

Immediate notification of a supervisory agency of the arrest or citation of a parolee or probationer should improve the monitoring and rehabilitation of offenders. This enables the probation and parole officer to take remedial steps before more serious criminal behavior occurs.

OBJECTIVE 6. IMPROVE THE HANDLING AND PROTECTION OF JUVENILES

There are several ways information can contribute to the improved handling and protection of juveniles. Names of missing juveniles can be entered into statewide files for quick and positive identification, enabling their return to parents or guardians.

Meaningful statistics on crime areas, offender profiles, types of crimes and other data would be available to law enforcement and courts to assist in their efforts to prevent crime and rehabilitate offenders. A judge needs facts, not only of the current case, but also of any prior incidents involving the juvenile, before rendering a decision. Effective treatment of youth cannot be fully measured without statistics showing the rate of recidivism. Information regarding drug abuse, treatment and rehabilitation are needed for analysis by juvenile corrections agencies.

A management information system would support juvenile case processing, resource allocation, planning and program evaluation.

OBJECTIVE 7. IMPROVE SAFEGUARDS OF THE INDIVIDUAL'S RIGHT TO PRIVACY

The individual's right to privacy must be considered in development of criminal justice information systems. Computer and microform technology have greatly expanded the efficiency and potential use of information systems. Modern automated information systems have the capability to quickly and accurately store, retrieve, process and link information. Controls must be developed to insure the protection of the rights of citizens.

Computer technology can be used to protect individual privacy by validating, purging, securing and monitoring criminal justice information. Other controls can be established by legislation, policies and the auditing of information systems. The intelligent use of controls will greatly increase the protection of personal information contained in criminal justice information systems.

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TASKS

Succesful accomplishment of the goal and objectives of this plan will require completion of the following eight tasks.

TASK 1. PROVIDE FOR THE EXCHANGE OF OPERATIONAL AND MANAGEMENT DATA AND TECHNICAL ASSISTANCE AMONG CRIMINAL JUSTICE AGENCIES.

The exchange of data and technical assistance is necessary to eliminate costly duplication of effort and to provide maximum utilization of information and technical resources in the criminal justice system. Operational data includes information for processing offenders and cases. Management data includes information needed for planning, budgeting, evaluating and controlling the operation of a criminal justice agency. Manual, microform and computer processing procedures and technology for development of criminal justice information systems are included in technical assistance.

TASK 2. CREATE AN INTEGRATED CRIMINAL JUSTICE TELECOMMUNICATIONS NETWORK WHICH PROVIDES FOR THE EXCHANGE OF INFORMATION AMONG FEDERAL, STATE AND LOCAL LEVELS.

This network would provide automated switching for access to criminal justice information at any level through a single terminal. It would interface with the National Crime Information Center, the National Law Enforcement Telecommunications System and the State Identification Bureau. The network would support interagency communication among all components of Montana's criminal justice system: law enforcement, courts and corrections.

TASK 3. ESTABLISH TECHNICAL STANDARDS FOR THE DEVELOPMENT AND OPERATION OF CRIMINAL JUSTICE INFORMATION SYSTEMS TO ASSIST INTERSTATE AND INTRA-STATE EXCHANGE OF INFORMATION AND TO INSURE THE INTEGRITY AND SECURITY OF DATA.

Nationwide, there is a need for greater compatibility, coordination and integration in the development of criminal justice information systems. Technical standards to facilitate the exchange of information and technology will reduce the duplication of services and accompanying waste of resources.

Standards should apply to system interfaces among federal, state and local levels as well as law enforcement, courts and corrections components of the criminal justice system. Standards regulating the design of manual, microform and computerized systems, data collection, data definitions, documentation, reporting of information, computer programming and security and privacy procedures are needed. However, these technical standards must allow the individual criminal justice agencies maximum flexibility and initiative.

TASK 4. MAINTAIN A STATE STATISTICAL ANALYSIS CENTER TO ANALYZE AND DESCRIBE THE EXTENT AND NATURE OF CRIME IN MONTANA AND THE PERFORMANCE OF THE CRIMINAL JUSTICE SYSTEM.

The statistical analysis center should coordinate the state's analysis and dissemination of criminal justice information. It should provide national, state and local agencies with accurate, objective, interpretative analysis of crime and the performance of the criminal justice system. It should insure that uniform, coordinated criminal justice information is available from one location in the state. The statistical analysis center should maintain professional expertise in statistical analysis, data collection, technical research and report writing. This would enable the center to provide technical assistance to state and local criminal justice agencies.

TASK 5. PROVIDE THE CAPABILITY FOR AUTOMATED TRACKING OF OFFENDERS FROM POINT OF ENTRY TO POINT OF EXIT FROM THE CRIMINAL JUSTICE SYSTEM.

An automated system should be developed to track an offender through the criminal justice system from the point of arrest until the final disposition of the case. The system would be an accumulation of recorded transactions and an accounting of events, relationships and time. The statistical component of the system should describe the aggregate experiences of offenders in terms of the type and sequence of criminal justice processes they encounter. This system, for the first time, would provide an accurate, statistical profile of Montana's criminal justice system.

TASK 6. DETERMINE THE INFORMATION REQUIREMENTS OF STATE AND LOCAL CRIMINAL JUSTICE AGENCIES AND DEVELOP MANUAL AND/OR AUTOMATED INFORMATION SYSTEMS TO MEET THESE NEEDS.

Criminal justice agencies, at the state and local level, should develop coordinated manual, microform and computerized information systems based on their individual and common information needs. All information systems should be justified on the basis of cost and effectiveness. The type of system should be determined after consideration of storage, update and retrieval requirements. Development and operation of information systems should be coordinated to reduce duplication and waste of resources.

TASK 7. COORDINATE THE DEVELOPMENT AND OPERATION OF STATE AND LOCAL CRIMINAL JUSTICE INFORMATION SYSTEMS.

Development and operation of criminal justice information systems should be coordinated at the state level by a management oriented policy committee and a support agency. This would facilitate the sharing of information, technology and expertise; long-range planning; use of standards; and, the proper interface of federal, state and local systems. The policy committee should provide the leadership and direction necessary for the coordination of state and local systems. The state agency should support the policy committee by performing the daily activities necessary for coordination including maintenance of a state criminal justice information systems plan; technical assistance and training; and, standards for technical development and management control of information systems.

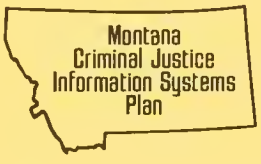
TASK 8. PROPOSE AND ENACT LEGISLATION FOR ALL CRIMINAL JUSTICE INFORMATION SYSTEMS WHICH SETS MINIMUM STANDARDS FOR THE PROTECTION OF PRIVACY AND SECURITY, ESTABLISHES A PRIVACY AND SECURITY BOARD FOR ADMINISTRATIVE PURPOSES AND PROVIDES PENALTIES FOR THE VIOLATION OF STATUTES OR REGULATIONS.

All manual, microform and computerized criminal justice information systems at the state and local level should be covered by such legislation. The legislation would specify general requirements for data collection, purging, access, dissemination, relationship to out-of-state systems and the rights of individual citizens to challenge recorded information. Civil and criminal penalties for improper handling of criminal justice data should also be included.

A privacy and security board, made up of criminal justice users and the general public, should have authority to adopt and administer rules, regulations and penalties. It should establish agency audits to verify compliance to law and conduct an education program concerning the purpose, proper use and control of criminal justice information.

III

Information Requirements



The general information needs of the criminal justice system as well as the specific operational and management information requirements of law enforcement, courts and corrections are discussed. Descriptions of agencies, resources and functions of the Montana criminal justice system related to information requirements are also provided.

The Criminal Justice System

SYSTEM DESCRIPTION

The agencies, resources and processes involved in the administration of criminal law are collectively referred to as the criminal justice system. These agencies are authorized by federal, state and local laws. They are responsible for the enforcement, prosecution, defense, adjudication, punishment and rehabilitation functions necessary for the administration of justice. Each entity has an individual purpose and function.

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Although there is no unifying structure or organization, these entities are viewed as a system in that they are all legally authorized to administer the (criminal) law and work performed by each entity has a direct effect on the work of the others.

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The criminal justice system is identified by its three component parts. Law enforcement is responsible for the prevention and detection of crime and the apprehension of criminals. The courts, which include prosecution, defense and the judiciary, are responsible for interpreting the law to assure its provisions are fairly and equitably applied. The corrections component is responsible for administering the sentence prescribed by the court to convicted offenders.

Within these system components are agencies and personnel with varied levels of jurisdiction and responsibility. For example, law enforcement includes police officers, sheriff's deputies, town marshals and other persons with limited law enforcement authority. The courts component includes prosecutors, defenders, judges and clerks of court. Corrections includes not only prison officials but probation and parole officers and work furlough sponsors.

Still other agencies support all three components of the criminal justice system--they are described below. Law enforcement, courts and corrections agencies and their information needs are described in the following sections of this chapter.

THE MONTANA DEPARTMENT OF JUSTICE is the parent organization for several agencies offering service to the entire criminal justice community.

THE CRIME CONTROL DIVISION of the Department is responsible for planning and distributing federal funds to improve the Montana criminal justice system. This agency is the staff of the Montana Board of Crime Control, a sixteen-member supervisory board appointed by the Governor to administer funds provided by the Law Enforcement Assistance Administration. The Bureau of Research and Design within the Division plans and coordinates the development of criminal justice information systems, operates the state's statistical analysis center and provides technical assistance to criminal justice agencies.

THE DATA PROCESSING BUREAU of the Department of Justice develops automated systems used by state and local criminal justice agencies. The Bureau will develop the Offender Based Transaction Statistics/Computerized Criminal Histories system which will have broad use among the entire criminal justice community.

THE IDENTIFICATION BUREAU of the Department collects, correlates and disseminates information concerning convicted felons, their criminal histories and current legal status. This information is used by all components of the criminal justice system.

THE MONTANA CRIMINAL LAW INFORMATION RESEARCH CENTER, located at the University of Montana Law School, was recently established through LEAA funding. The Center provides legal research assistance to judges, prosecutors, defenders and other criminal justice personnel. Legal memoranda and materials are produced on questions of law and procedure.

GENERAL REQUIREMENTS

The information requirements of Montana's criminal justice system span a wide range of sources, functions and processes. Agencies require information on the events that initiate and terminate criminal justice activities. They need crime related information about suspects, victims, firearms, vehicles and stolen property. The information generally serves either an operational or management purpose.

Operational needs usually involve the retrieval of a single record. This may be a want and warrant status check by law enforcement or retrieval of a criminal history record by the courts. The rapid, positive identification of a person involved in the criminal justice process is important to all criminal justice agencies.

Management needs usually involve retrieval of aggregate data from several records. This supports planning, organizing, directing and evaluating activities. Most management information needs are statistical in nature. This data, used in decisionmaking, supports the efficient administration of criminal justice agencies.

Basic operational and management data often comes from a common source. For example, a crime report may be used operationally in the law enforcement investigation process and statistically in accumulating crime analysis data for management purposes.

Criminal justice information requirements may be specific or general. Law enforcement, courts and corrections each have specific information requirements. Other information requirements, such as criminal histories, statistics and legal research are common to all criminal justice agencies. See Illustration II, page 19, for a description of the information requirements of the criminal justice system described in this plan.

CRIMINAL JUSTICE INFORMATION SYSTEM REQUIREMENTS DESCRIBED IN THIS PLAN

CRIMINAL JUSTICE SYSTEM REQUIREMENTS

Criminal Histories
Criminal Justice Statistics
Legal Research

COMPONENT REQUIREMENTS

	LAW ENFORCEMENT	COURTS	CORRECTIONS
OPERATIONAL	Patrol Crime Investigation Telecommunications Intelligence	Individual Case Management Caseflow Management	Population Movement Offender Data Interagency Sharing of Information
MANAGEMENT	Crime Statistics Crime Analysis Resource Allocation Crime Laboratory	Accounting Records Resource Analysis Research and Planning	Accounting Resource Management Records Research and Statistics

ILLUSTRATION II

CRIMINAL HISTORY DATA

The work of Project SEARCH, the FBI's National Crime Information Center (NCIC) and the National Advisory Commission on Criminal Justice Standards and Goals indicate the high priority which operational agencies place on the retrieval and exchange of criminal histories. The initial success of Project SEARCH activities led the U. S. Attorney General, in 1970, to authorize development of a means for interstate exchange of criminal history records through NCIC. Computerized Criminal Histories (CCH), one of eight current NCIC files, became operational in 1971.

The National Advisory Commission on Standards and Goals recommended in 1973 that all state criminal justice information systems provide computerized criminal history files.

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The importance of criminal history records lies in providing information for analysis of the state's entire criminal justice system. The criminal history is the only record which shows the interaction between the individual and the criminal justice system.

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It describes the official actions of law enforcement, prosecution, judicial and correction agencies. Offender based transaction statistics are derived from criminal histories.

A computerized criminal history system must be designed to meet the needs of law enforcement, courts and corrections. The criminal history must accurately record the outcome of each criminal justice transaction and identify the individual moving through the criminal justice process. To be effective, the criminal history record must be retrievable in minutes rather than the hours or days it often takes using current methods.

Most criminal justice agencies have difficulty producing complete criminal history information. Local law enforcement files are still the best source of this data. The police "rap sheet" contains summary criminal history data which is usually shared with other agencies. Unfortunately, rap sheets are often incomplete. Court dispositions and arrests in other states, counties or cities may be missing.

The computerized criminal history can provide vital, daily information to criminal justice agencies. Law enforcement may use criminal histories to identify or locate suspects and the prosecuting attorney may use the information in determining charges. Judges may use criminal histories in sentencing and a corrections agency may rely on it in assigning offenders to rehabilitation programs.

The FBI, through its Uniform Crime Reports (UCR), estimates that the average criminal career spans six years and includes four arrests. About 50 percent of

the re-arrests occur within the same state. Interstate criminal mobility is estimated at 50 percent.[6] This substantial recidivism and interstate criminal activity indicates the need for sharing criminal history data. The availability of this information offers great potential for upgrading the performance of the criminal justice system and improving the administration of justice.

CRIMINAL JUSTICE STATISTICS

Statistics are needed for analysis, planning and evaluation of the entire criminal justice system. Statewide statistics on the incidence and cost of crime, the characteristics and processing of offenders and the use of criminal justice resources provide government, the public and the criminal justice system with relevant decisionmaking information.

The FBI's Uniform Crime Reports and LEAA's Crime Victimization Surveys are complementary national statistical programs for the collection and dissemination of information about the incidence of crime. The Uniform Crime Reports provide a general description of crime reported to law enforcement while the victimization surveys provide more detailed information on reported and unreported crime.

UNIFORM CRIME REPORTS were initiated in 1930, by the FBI and the International Association of Chiefs of Police, to measure changes in the national pattern of criminal activity. The basic reports include offenses known to the police, persons arrested, persons charged, assaults on police officers and the value and type of stolen property. Seven offenses were chosen for their seriousness and frequency of occurrence as indicators of crime in the United States. These seven major crimes are criminal homicide, forcible rape, robbery, assault, burglary, larceny-theft and motor vehicle theft. The FBI accumulates data and publishes reports showing the number of crimes and rate of crime per 100,000 population for the nation, states and larger cities. The Uniform Crime Reports program is well established and participation by state and local law enforcement has increased over the years.

CRIME VICTIMIZATION SURVEYS, initiated by LEAA in 1972, further describe the nature and incidence of crime in the United States. This statistical program uses victimization surveys of randomly selected persons, households and businesses to measure the nation's crime rate. The crime victimization program complements the Uniform Crime Reports by providing new information such as unreported crimes and victim profiles. The first victimization survey indicated more than three times as many serious crimes occur than are reported to law enforcement agencies. Victimization surveys are expected to provide government officials with new insight into crime, its victims and the impact of criminal behavior on society.

OFFENDER BASED TRANSACTION STATISTICS

Another information requirement, closely related to criminal histories, is statistical data about offenders and events in the criminal justice system.

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[6]Federal Bureau of Investigation, *Crime In The United States, 1975* (Washington, D.C.: U.S. Government Printing Office, 1976) p. 42.

Generally known as Offender Based Transaction Statistics (OBTS), this information can be derived from the same source as criminal histories since over half of the data elements are identical.

OBTS is a statistical system which describes the aggregate experience of individuals in terms of the type and sequence of criminal justice transactions encountered. The offender is tracked through the criminal justice system, from the first encounter with the arresting officer until final disposition of the case. The statistics are an assembly of facts and an accounting of events, relationships and time not otherwise available. The system provides statistical information on how the criminal justice system operates in processing defendents, the characteristics of people processed, the dispositions and transactions which occur and the elapsed time between events. The OBTS system should be computerized to be functional and responsive to information demands.

The term *offender* is used to identify the individual being processed through the criminal justice system. The individual is actually a suspect in the police process and a defendant in the court process. The term *transaction* implies at least two parties are involved in every criminal justice event. The offender is one of them.

The elements of an offender based transaction statistics system are the dispositions--or official actions--which occur as the offender moves through the law enforcement, court and correction components of the criminal justice system. The point at which the offender enters and leaves the criminal justice system are critical elements.

The criminal justice system is in reality a non-system of individual agencies working to satisfy separate and often conflicting goals and objectives. As a result, there are no uniform standards, procedures and comparable statistics. The offender based transaction approach is an attempt to work toward system-wide objectives. It describes each encounter between individual and agency.

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Because the offender is the only common unit throughout the criminal justice process, he is the thread which holds the system together. By monitoring the various paths of offenders, the functioning of the criminal justice system can be described by the aggregate experiences of those who have passed through it.

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Offender based transaction statistics will be used for criminal justice system planning, program evaluation and research. The OBTS data base has four dimensions--event, offender, agency and process. Statistics can be generated using any one or more of these dimensions as a base.

The offender based transaction approach is the first step toward system-wide criminal justice statistics. It is not a law enforcement, courts or corrections system. Rather, it is the most flexible technique known for analyzing the offender's interaction with the criminal justice system.

MANAGEMENT AND ADMINISTRATIVE STATISTICS

LEAA has recommended that states establish management and administrative statistics systems to provide criminal justice managers and elected officials with accurate, up-to-date information about the expenditure of criminal justice resources. These systems would provide statewide information on personnel, demography, equipment, facilities and costs of the criminal justice system. Most information would be obtained from the management information systems of individual agencies and would be used for planning, research and budgeting.

Management and administrative information should be combined with Offender Based Transaction Statistics to evaluate the costs and benefits of the criminal justice system including current allocation of personnel, equipment and facilities. Such statistics would support the evaluation of alternatives which may provide more effective and efficient criminal justice services and programs.

STATISTICAL ANALYSIS CENTER

LEAA has provided funds to establish state statistical analysis centers for the objective, interpretive analysis of criminal justice data. Such centers provide the National Criminal Justice Information and Statistics Service of LEAA with a single source of statistical information in each participating state. In 1974, the Criminal Justice Data Center was established as the state's statistical analysis center. It is located within the Board of Crime Control's Bureau of Research and Design.

The Montana Criminal Justice Data Center has varied duties and responsibilites, including the collection, analysis and publication of criminal justice statistics. It is responsible for the development and operation of the state's Management and Administration Statistics System. It obtains data from Uniform Crime Reports, Crime Victimization Surveys and Offender Based Transaction Statistics and provides the Board of Crime Control with the statistics necessary to fulfill its planning requirements.

Technical assistance is provided to state and local agencies to establish statistical capabilities. The center responds to inquiries for statistical information from federal, state and local agencies. It identifies the statistical needs of management, planning, research and evaluation and produces analyses and reports to meet those needs.

LEGAL RESEARCH

Lack of adequate research facilities to serve attorneys, judges, law enforcement and correction officials is a common problem in rural states such as Montana. Outside of a few private firms, there are only two reasonably adequate law libraries in the state--one at the State Capitol in Helena and the other at the University of Montana Law School in Missoula. These facilities are accessible to about 20 percent of the judges, prosecutors and defenders in the state. Others must resort to county law libraries or travel 200 to 600 miles to research any legal question of substance. Most county law libraries cannot afford to keep criminal justice research materials current.

Often judges, prosecutors and defenders do not have time for quality legal research. Few courts other than the Montana Supreme Court have law clerks. Law students from the University of Montana perform legal research for lawyers; serve as summer interns to judges, prosecutors and defenders; and, provide legal counsel to prison inmates.

The Legal Services Division of the Department of Justice does provide legal research to state agencies and to a lesser extent to units of local government. The Department of Justice also maintains the only brief bank in the state. This is a manual system of indexed criminal briefs of the Attorney General and county attorneys.

In 1976, the Montana Criminal Law Information Research Center was created to provide adequate and reasonably accessible legal research facilities to all judges, prosecutors, defenders, command law enforcement and corrections officials in the state. The research center is located at and operated by the University of Montana Law School.

The center, modeled after the Creighton Legal Information Center in Omaha, Nebraska, answers requests telephoned or mailed to the center. Law students conduct research and prepare memoranda. Each memorandum is reviewed by the director for completeness, clarity and legal style before it is mailed to the requesting party. One week later an evaluation questionnaire is sent to elicit the user's opinion of the service.

An automated management information system is used to analyze requests for service, satisfaction of response, allocation of resources and cost. Later the memoranda are abstracted for publication in the research center's newsletter and disseminated to others with similar legal questions.

The research services are available without cost to the user. Telephone calls are received on toll-free lines and there is no charge for research, time or materials. The center will have terminal access to the state's Statutory Information Retrieval System in Helena.[7] Other automated legal research capability, such as case law retrieval, will be obtained as it becomes cost beneficial to the center. The cost of the centralized legal information center was inexpensive compared to the cost of upgrading county law libraries or providing law clerks throughout the state. The center utilizes available resources at the law school and provides important educational benefits to law students.

AUTOMATED LEGAL RESEARCH is now being implemented in many of the nation's larger courts, prosecutors' offices and private law offices where it is improving the quality of legal research and saving significant amounts of time.[8] By 1980, automated legal research should be generally available to judges, prosecutors and defenders in all fifty states.

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[7]This system allows researchers to retrieve information from the Montana Constitution and the criminal statutes.

[8]The automated Statutory Information Retrieval System has been in use in Montana since 1971.

Automated research begins with a request for legal information placed through a terminal connected by telephone lines to a central computer. The computer's data base may contain federal or state case law, statutes, briefs, tax law, securities, executive orders or other related information. Legal information may be retrieved by year, jurisdiction or citation. The researcher may use sentences, phrases or key words to query the data base and can modify the original search to obtain desired information. The amount of material retrieved depends on how broad or narrow the request was framed. Generally, the computer retrieves and displays the results of the search on a video terminal. The researcher has the option of printing the information.

Automated legal research is intended to supplement, rather than replace the more traditional manual methods of law library research. While automated systems are expensive, they can perform difficult tasks so quickly and accurately that their use is warranted by any office involved in extensive legal research.

The need for criminal histories, criminal justice statistics and legal research applies to all components of the criminal justice system. There are other information requirements that pertain specifically to the law enforcement, courts or corrections components. The following sections contain descriptions of these particular criminal justice requirements.

Law Enforcement

COMPONENT DESCRIPTION

Nationwide, law enforcement agencies have led the way in developing criminal justice information systems. Law enforcement has the primary responsibility for the collection of criminal justice data as it is, typically, the offender's first contact with the criminal justice system.

In Montana, information requirements vary with the size of the law enforcement agency. Available manpower influences an agency's ability to support information functions such as continuous records access and dispatch.

For the purposes of this plan, law enforcement is defined as those state or local government agencies empowered by law to conduct investigations and enforce state or local laws. The needs of federal law enforcement agencies and private security forces are excluded from the scope of this plan.

Montana law enforcement is decentralized. As there are no state police, the responsibility for conducting investigations and making arrests resides with local agencies. Montana statutes authorize four departments of state government and six local jurisdictional units to enforce state and local laws as shown in Illustration III, page 28. Descriptions of these agencies follow.

THE MONTANA DEPARTMENT OF JUSTICE, under the direction of the Attorney General, provides support services to local law enforcement. The Department's Criminal Investigation Bureau, upon request, assists law enforcement agencies in the investigation and prosecution of felony cases. The crime laboratory analyzes and identifies substances involved in a criminal investigation. The office of the state Fire Marshal is responsible for arson investigation and for training in arson detection. The Highway Patrol is primarily responsible for traffic enforcement, driver licensing and education, but, its officers may arrest persons for major crimes and establish road blocks.

THE DEPARTMENT OF FISH AND GAME, LAW ENFORCEMENT DIVISION employs uniformed wardens to enforce fish and game, snowmobile, boating and litter laws and other misdemeanors. Wardens are peace officers by state law with responsibility for law enforcement in state parks and on public lands. Wardens also assist sheriffs in the performance of county law enforcement activities.

THE DEPARTMENT OF LIVESTOCK, BRANDS ENFORCEMENT DIVISION records all brands and regulates transfer of livestock within Montana and to neighboring states. Inspectors routinely check brands at sale and shipping points. Investigations of lost or stolen livestock, are coordinated with county sheriffs, county attorneys and the Highway Patrol.

THE DEPARTMENT OF REVENUE, INVESTIGATION BUREAU is responsible for the control of welfare fraud, tax fraud and liquor violations. Welfare fraud investigations usually concern child support claims and welfare overpayments. Although tax fraud investigations include cigarette, state income, corporate income and motor fuel taxes, the Bureau's investigators have arrest power only for cigarette tax fraud.

THE COUNTY SHERIFF is the primary local law enforcement official. The sheriff's responsibilities include patrol, traffic enforcement, criminal investigation, civil process and livestock inspection. The sheriff may be required to provide a bailiff to the district court, supervise the county jail, transport prisoners and supervise furlough or work release prisoners.

POLICE DEPARTMENTS, with at least one full-time officer, are established in most incorporated cities and towns in Montana. Police activities include prevention and detection of criminal activity, apprehension of criminal offenders, participation in court proceedings, assistance to those in physical danger, control of traffic, resolution of conflicts among people and preservation of civil order within the city limits.

CONSTABLES are rare in Montana, despite a state law requiring two per township. Constables attend justice of the peace court and serve processes and notices for that court. Their law enforcement powers are similar to a sheriff and they are a secondary source of county law enforcement.

TOWN MARSHALS generally have been replaced by city police departments in Montana. Of the few remaining marshals, most are non-sworn officers. The few who are sworn serve as special deputy sheriffs with powers similar to the sheriff.

TRIBAL LAW ENFORCEMENT on the seven Indian Reservations in Montana is generally provided by the tribal government and federal law enforcement agencies. Each of the reservations has a tribal police force. Most are partially supported by the Bureau of Indian Affairs. The tribal police enforce federal law that applies to the reservation as well as tribal law.

CAMPUS POLICE are sworn officers with jurisdiction limited to their particular college campus. Activities include patrol, traffic and crowd control, preliminary crime investigation and security. The University of Montana, Montana State University and Eastern Montana College have full-time campus police forces; Western Montana College has a part-time police force.

INFORMATION NEEDS

Information is a basic tool in the operation and management of a law enforcement agency. Operational information concerning offenders and crimes supports officers involved in patrol, investigation and detention. Management information is needed to determine both workload and the response to the workload. It supports resource allocation, planning and budgeting. Law enforcement agencies must have an information and communications system that makes information available in time to influence decisions.

OPERATIONAL INFORMATION

Law enforcement needs operational information to support officer safety, the apprehension of offenders, the recovery of property and the prevention and detection of crime.

MONTANA'S LAW ENFORCEMENT COMPONENT

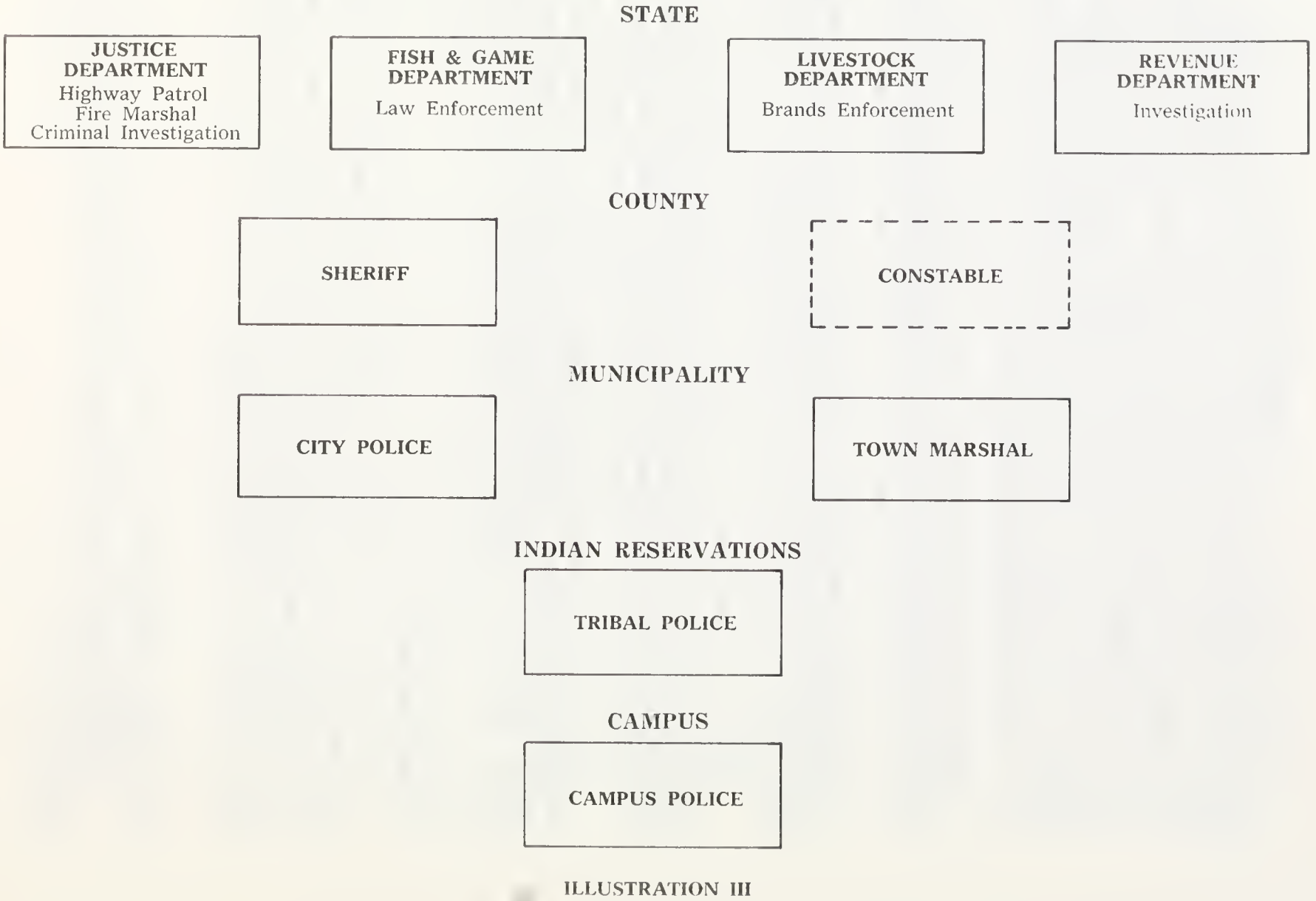

ILLUSTRATION III

The most critical information requirements are data on wanted persons, criminal histories, dangerous persons and stolen property and vehicles.

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Other information is needed on events and cases. Information from crime reports and identification files is used to link suspects to unsolved crimes. Most law enforcement information systems are designed to support and improve the performance of the officer in the field.

PATROL is the deployment of law enforcement officers throughout a community to prevent and detect crime and to provide daily law enforcement services. The officer on patrol identifies and apprehends suspected offenders, recovers stolen and lost property and uncovers evidence of crime. The patrol officer must decide on whether to warn, to arrest or to take no action. A decision to apply physical force may cause serious injury or death.

Recent advancements in computer technology have made accurate, immediate information available to officers on patrol. This information is used to make quick decisions concerning difficult situations and insures the patrolman's and the public's safety. One such advancement is a telecommunications network which provides law enforcement with interagency communication and rapid access to local, state and national crime information.

Within the last decade, computer-based systems have provided law enforcement with rapid access to information on wanted or dangerous persons, stolen vehicles and property, criminal history abstracts, missing persons, vehicle registrations and driver licenses. This information is provided to officers in the field in minutes rather than the hours formerly required. Computerized retrieval has eliminated time-consuming telephone inquiries and manual record searches. Automation allows files of persons, vehicles and articles to be interrelated so that license plate or vehicle identification checks can provide information about wanted, dangerous or missing persons.

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The National Advisory Commission on Criminal Justice Standards and Goals, in 1973, recommended that rapid response to the information needs of patrol should be the primary objective of any law enforcement, computer-based information system.

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The Commission identified the following types of information as the minimum, critical requirements of patrol; wanted persons, criminal history abstracts, dangerous persons and stolen property and vehicles. The commission listed officer safety, higher apprehension rates and more available time for patrol as the main benefits of such information.[9]

Officers on patrol or investigation need information concerning persons and property when interacting with the public. The officer should have sufficient knowledge, prior to a citizen contact, to determine if there is a

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[9]National Advisory Commission on Criminal Justice Standards and Goals, *Police* (Washington, D.C.: U.S. Government Printing Office, 1973) pp. 578, 579.

threat to his safety. Before approaching an occupied vehicle, the officer should know if the vehicle is stolen, the name of the probable driver and if that driver is wanted or a potentially dangerous person. This information can be obtained from interrelated files through a license plate identification inquiry.

While on patrol, an officer radios requests for information on persons, property and vehicles to a dispatcher who enters the request into the state's law enforcement telecommunications system. The response time for the inquiry between the dispatch terminal and the computerized information system is usually two to ten seconds. However, the response time for the officer in the field may be five to fifteen minutes. This delay is due to the manual intervention of the dispatcher and terminal operator and is dependent upon their workload and efficiency.

The officer on patrol must receive critical information in two minutes for maximum effectiveness. To alleviate the response time problem, law enforcement agencies in other states are experimenting with remote mobile terminals, mounted in patrol cars that have direct access to computerized information systems. This approach reduces overall response time to less than ten seconds by eliminating the human intervention of dispatchers. Current costs prohibit general use; however, projections indicate most patrol vehicles will be equipped with mobile terminals within the next decade.

CRIME INVESTIGATION requires a broad, accessible information base to link suspects and recovered property to crime occurrences. Information from crime reports and identification files is used to identify suspects, arrested persons and stolen property; develop leads; and, question suspects or witnesses. The effective use of manual and automated information systems to support investigation enables the investigator to better utilize his time by determining probable suspects and identifying criminals.

Investigators use information concerning previous events, witnesses and stolen property to identify and locate suspects and property associated with unsolved crimes. The investigator gathers and analyzes all information pertinent to the case. This includes information on how the crime was committed, physical evidence and the extent of injury or loss.

Much of this information comes from the routine collection and recording of events, persons and property data in the operational reports of a law enforcement agency. Information on events and persons is obtained from reports of incidents, interviews, traffic violations, stolen or missing property and arrests. Information on property comes from reports of serialized or non-serialized property that is lost, stolen, pawned, found or recovered.

The investigator must be able to search crime reports in a number of ways to efficiently retrieve and correlate information. This requires that crime reports be retrievable by: name of the person, location of the incident, description of the property, type of crime and identification number of the event.

The identification process is crucial to the investigation of crime, apprehension of offenders and the positive identification of persons arrested. The purpose of identification is to determine the offender's identity, criminal justice status and prior criminal record.

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Criminal identification includes the ability to identify offenders from crime scene evidence, such as latent fingerprints, physical descriptions, vehicle descriptions or known mode of operation. The effective use of identification information requires that it be complete, uniform and shared among agencies.

Fingerprints and photographs enable law enforcement to identify a person previously arrested for a felony. The fingerprint card and photograph are produced routinely during the arrest and booking process and forwarded to the local, state or federal identification unit. The identification unit classifies the fingerprints and searches its files for a match to the person's name or fingerprint classification. A match provides verification of identity and requires update of the person's criminal records. If there is no match, the person is considered a first-time offender and the identification materials are entered in the files. The identification unit sends a copy of the person's criminal record to the arresting agency.

Computer and microform technology now make it possible for investigators to identify offenders from latent fingerprints, physical descriptions and vehicle descriptions obtained at the scene of a crime. The characteristics of a particular fingerprint or physical description are coded and compared by computer to similarly coded representations of known criminals stored on microforms. A computer search indicates the microform location of the most probable match. The fingerprint technician or witness makes the final identification by viewing the microform.

Computer technology also has made it possible for law enforcement to obtain vehicle and owner identification based on such information as a partial license plate number or the make, model, color and/or year of the vehicle. These automated techniques enable the search of massive files which formerly was too time consuming to be practical.

Investigators need information concerning wanted persons and criminal histories to determine a suspect's current status, personal characteristics and prior criminal record. Status information is needed to determine if a person under investigation is wanted or on probation or parole. Although a criminal record is not a basis for arrest, it does help law enforcement develop leads, question suspects and investigate cases. Criminal history records also are used to determine if a subject under investigation is a potential threat to an officer's safety. Accurate identification is essential to the operation of a criminal history repository. Without positive fingerprint identification linking disposition to arrest and multiple arrests to an individual, criminal histories would lose credibility and operational utility.

The investigator needs information about characteristics of prior crimes and known criminals which are similar to the crime under investigation. This information can be obtained from a *modus operandi* file containing the method

of operation of known criminals and the specific characteristics of unsolved crimes. The investigator uses the information to identify suspects with similar criminal tendencies and correlate like crimes.

The investigator may search a criminal associates file to identify suspects when one of several persons involved in a crime is known. This type of investigative aide is usually provided by a state identification bureau.

THE LAW ENFORCEMENT TELECOMMUNICATIONS NETWORK links local, state and national information on persons, property and vehicles. This converts a local inquiry into a nationwide search, enabling law enforcement to cope with the high mobility of criminal offenders. Studies indicate the interstate criminal mobility rate is at least 50 percent; that is, five out of ten criminals are arrested for serious crimes committed in more than one state.

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A computerized communications system is essential to law enforcement operations. In Montana, this capability is provided by the Montana Law Enforcement Teletypewriter System (MLETS), which is interconnected with the National Law Enforcement Telecommunications System (NLETS) and the National Crime Information Center (NCIC).

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This network provides state and local agencies with intrastate and interstate switching of administrative messages, all points bulletins and inquiries into national and state files on persons, property and vehicles.

The National Crime Information Center, established in 1967, is a computerized index of criminal information maintained by the FBI in Washington D. C. Centralized files containing nationwide information on wanted or missing persons, criminal histories and stolen property including vehicles, license plates, boats, guns, securities and other articles are maintained. The NCIC complements state and local law enforcement information systems by providing rapid retrieval of information needed to contend with increasing criminal mobility and recidivism.

The National Law Enforcement Telecommunications system is a computer-switching, communications network that complements state law enforcement telecommunications systems. It links law enforcement in all fifty states, federal law enforcement, court and correction agencies. The NLETS is a nonprofit corporation based in Phoenix, Arizona and supported mainly by the participating agencies. Established in 1964 and significantly upgraded in 1973, NLETS provides out-of-state transmission of administrative messages, all points bulletins and drivers license and vehicle registration checks. NLETS provides only computerized message switching and does not maintain any data bases.

The Montana Law Enforcement Teletypewriter system, operated by the Department of Justice in Helena, is the state law enforcement telecommunications network for interagency message switching of administrative messages, all points bulletins and inquiries to automated files on Montana driver licenses and vehicle registrations. MLETS is the state's control terminal for entry to the NCIC and NLETS networks. The system was established in 1970 and acquired computerized message-switching capability in 1973.

INTELLIGENCE information is needed not only in crime investigation but also to control narcotics traffic, organized crime, riots and civil disorders. This information is obtained from investigators, informants and surveillance activities.

Law enforcement agencies are responsible for controlling and preventing crime. For particular types of criminal activity, such as organized crime and civil disorders, information regarding specific events and individuals may be useful in anticipating problems before they occur.

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Persons involved in narcotics traffic, organized crime, riots and civil disorders are highly mobile and their activities are widespread. Every law enforcement agency should have the capability to gather and evaluate intelligence information and to disseminate it to other law enforcement agencies.

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Law enforcement uses intelligence information to become aware of past, present and future community conditions, potential problems and criminal activity. Such information is vital to a law enforcement agency's ability to provide community safety and security.

In most cases, intelligence information will go beyond what is public record. Unrestricted intelligence operations would threaten the rights of individual citizens. Inaccurate and unnecessary intelligence data should not be collected. Intelligence data must be well protected. Specific safeguards need to be built into law enforcement intelligence systems to prevent information from being disseminated to unauthorized persons.

The intelligence operation should be centralized to reduce overall resources and cost, obtain a broader base of information for analysis and provide wider dissemination of the data. The National Advisory Commission on Criminal Justice Standards and Goals recommended that each state establish a comprehensive, statewide intelligence system for gathering, analyzing and storing information for the dissemination of intelligence.[10] A state system would be responsible for evaluation of information received from local agencies, storage, collation and dissemination of specific intelligence to local agencies on a need to know basis. The effectiveness of such a system would be dependent upon the active participation of all state and local law enforcement agencies.

MANAGEMENT INFORMATION

Another major requirement of law enforcement agencies is for internal management information. As costs increase and tax revenues become more difficult to obtain, law enforcement agencies are under greater pressure to operate at maximum efficiency.

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[10] *Police*, pp. 250-254.

Managers need information to determine workload, measure performance and properly utilize available resources. The primary requirements are information for resource allocation, planning and budgeting, personnel administration and inventory control. Much of this information comes from basic law enforcement records on calls for service, incidents, crimes and arrests. Often, these records are generated at an agency's dispatch center.

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Historically, law enforcement has committed considerable effort to the collection and analysis of crime statistics in an attempt to measure the efficiency of its operations and expenditures.

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Additional data beyond crime statistics is needed to identify problems, allocate resources and evaluate programs. Law enforcement agencies are developing a crime analysis capability to meet this need for more detailed information.

CRIME STATISTICS include the number and type of criminal acts, the number of crimes or offenses cleared by arrest, personal characteristics of persons arrested, the disposition of charges and the cost of services connected with the detection and prevention of crime. This data is obtained from basic law enforcement records which show the results of patrol, investigation, dispatch and booking.

Most agencies have had difficulty in obtaining statistical information from the voluminous amounts of detailed information contained in their records. Law enforcement agencies are generally lacking in information system and statistical expertise. Often there are no procedures to collect and extract needed information. Basic information contained in official records may be incomplete, fragmented, poorly organized and inaccessible. The result is an absence of reliable statistics to measure the true amount of crime at local, state or national levels.

The number of offenses reported to law enforcement is the fundamental measure of crime in the United States. Typical statistical data includes the type, time, location, characteristics and consequences of the crime. The type of offense is summarized by uniform crime code or criminal statute violated. To allocate resources effectively, offenses are analyzed by time and location. Offense characteristics include the type of weapon used, method of entry and degree of intimidation or force used. Offense consequences include the type and value of property stolen, destroyed or recovered and the extent of personal injury.

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The number of arrests and the number of crimes cleared by arrest are popular measures of law enforcement productivity. However, arrests are inappropriate as a measure of performance unless factors such as the quality of the arrest and the ultimate disposition of the case are considered.

Factors such as confessions, lack of witness cooperation and refusal to prosecute affect the outcome of arrests. A primary measure of law enforcement effectiveness should be *effective* arrests; that is, arrests which result in prosecutable cases.

The number of arrests per sworn officer or per dollar are standard statistical measures of agency performance. Other data, useful in resource allocation, includes the type, time, location, characteristics and disposition of arrests.

The arrest record is the primary source of information about offenders. Criminal history, age, sex, race, drug involvement, school or work status and other offender characteristics can be analyzed to develop profiles of habitual offenders and can provide useful insight into the nature of crime and criminals.

The Uniform Crime Reports (UCR) is a national system for the collection and dissemination of crime statistics on offenses, arrests and stolen property. The UCR represents a minimum effort in data collection and reporting and should be adopted by all law enforcement agencies. Data for the UCR program is extracted from basic law enforcement records. The UCR does not provide the detailed information necessary for planning and evaluation. More comprehensive crime statistics are needed to support crime specific programs.

CRIME ANALYSIS includes the correlation of crimes, events and offenders; the identification of suspects; and the mapping of crime.

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A law enforcement agency serves as a repository for massive amounts of information, most of which is never utilized. The problem is not that the data is without purpose, but that methods have not been developed to effectively use the information.

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Information routinely stored in law enforcement files should be analyzed for maximum use. However, this often is not possible because of the storage methods used. For example, if interrogation reports, filed by the name of the person questioned, are not indexed by the type of crime, the investigator cannot access these reports and establish a list of possible suspects.

In a one-man department the officer handles all calls and investigates all criminal activity. His singular involvement enables him to analyze, relate and interpret crime in his area. Larger police forces dealing with a greater volume of crime need a system to correlate crimes, events and offenders to provide an overall view of crime.

When and where crime occurs is important. Data on offenses, arrests and calls for service should be available by time, day, month and year. The location of crimes should be analyzed by small geographic areas such as beats or districts within the law enforcement jurisdiction. Such information enables law enforcement to respond to a rising crime rate or shifting crime pattern by reducing response time and distributing manpower more efficiently and effectively. This is particularly necessary in crime specific planning and program evaluation.

In larger areas, law enforcement may use a process called *geocoding* to relate crime to location. This involves the assigning of geographic identifiers to data. The procedure has been used to analyze crime incidence data by beat, district, census tract, school zone, planning region or zip code area. Data can be analyzed by the type of crime location such as shopping center, residential area, recreation area, county road, ranch, etc. The geocoding of calls for service, officer activities, crime incidence, accidents and traffic citations has been successfully used by law enforcement to improve dispatch, resource allocation and traffic enforcement functions. When law enforcement collects data by the same geographic area as other governmental agencies, it is possible to correlate crime data with information from schools, health and welfare agencies and regional planning groups.

MANPOWER RESOURCE ALLOCATION AND CONTROL requires the extensive analysis of basic law enforcement data and focuses it on a program of crime reduction. The National Advisory Commission on Criminal Justice Standards and Goals recommends that all law enforcement agencies develop a manpower resource allocation and control system to support the reduction of crime. The system should provide management information about required manpower, use of available resources, patrol deployment and program evaluation. Routine agency reports gathered over a long period of time would be the major source of data.

Manpower allocation is based on the type of service required and its distribution in area and time. Information is used to adjust the size and time of shifts and the boundary of beats. Response time to calls and equalization of the workload are major concerns.

Manpower control is aimed at crime prevention and apprehension of criminals. It is a coordination of the individual officer's preventive patrol time. It provides an officer with a list of probable crime locations and times for investigation. Continual evaluation of manpower allocation and control is required to measure its effectiveness.

A STATE CRIME LABORATORY, if established, would need a management information system to measure its involvement and effectiveness in law enforcement investigations. The system should provide information for budgeting and performance measurement and would be useful in determining the emphasis and direction of laboratory efforts.

Courts

COMPONENT DESCRIPTION

The courts component of the Montana criminal justice system includes the state's judiciary, prosecution and defense as shown in Illustration IV, page 40. Courts need information for case management, resource analysis, research and planning to function in an orderly and efficient manner. Montana is very fortunate that it does not have the heavy caseloads of more populated areas of the United States. However, projections of the state's crime and related courts workload indicates there will be an increasing burden on the courts within the next decade.

THE JUDICIARY in Montana is tri-leveled, corresponding to courts of appellate, general and limited jurisdiction. Within these jurisdictional levels are the constitutionally created state supreme court, district courts and justice courts. The legislature is empowered to create other courts under this general framework. This has resulted in city courts (previously police courts) and the authorization to establish municipal and small claims courts.

THE SUPREME COURT of Montana is the highest court in the state and has appellate jurisdiction over the district courts and original and concurrent jurisdiction over extraordinary writs. The supreme court holds general supervisory control over all other courts and is empowered to make rules governing those courts, admission to the bar and conduct by its members. The supreme court presently consists of the chief justice and four associate justices each elected to serve eight year terms.

THE OFFICE OF COURT ADMINISTRATOR was established by the Supreme Court in 1975 at the request of district court judges. The establishment of the office may lead to the eventual administrative unification of the courts. The Court Administrator provides administrative assistance to the courts and liaison with the executive and legislative branches of government. It is anticipated that this office will develop information systems to provide data and statistics about the proceedings, activities, finances and resources of the courts.

THE SENTENCE REVIEW DIVISION of the Supreme Court is composed of three district judges appointed by the Supreme Court to review and equalize sentences imposed by other district judges. The Division has authority to decrease, increase or let stand any sentence and its decision is final. By law, the Division is required to meet at least four times a year.

DISTRICT COURTS are the courts of general jurisdiction. They have original and exclusive jurisdiction over all felonies, civil claims over $1500, probate and juvenile matters. The District Court has appellate jurisdiction over lower courts. All appeals from lower courts result in new trials in district courts. The legislature determines the number and boundaries of judicial districts. Currently there are 28 district court judges in the state's 18 judicial districts.

YOUTH COURTS are functions of the district courts. By law, the district judge has the authority to appoint a chief probation officer and necessary deputies and order the county to supply whatever resources are necessary to

operate the youth court. The general operating procedures of the youth court are determined by the Youth Court Act. Most of the cases referred to the youth court are handled through informal disposition by the juvenile probation officer.

THE CLERK OF DISTRICT COURT is elected to a four-year term in each county. Montana law requires that clerks keep probate and guardianship records and proceedings; naturalization records; a register of criminal actions; an index of persons sent to the state mental hospital; accounts of fees received; records of jurors and witnesses; and, indexes to court records and bonds.

JUSTICE COURTS are constitutionally established courts of limited jurisdiction. The legislature has limited the jurisdiction of these courts to non-felony criminal cases, except for initial appearances and preliminary hearings; civil cases where recovery is less than $1500; and most misdemeanors including all arrests by the Highway Patrol. The Constitution requires at least one justice of the peace in each county and allows the legislature to provide more. Currently there are 92 justices of the peace.

CITY COURTS, which until 1975 were called police courts, have exclusive jurisdiction over city ordinances. These courts have jurisdiction within the city limits similar to justice courts except that they cannot hold preliminary hearings or issue search warrants. In 1975, there were 101 city judges in Montana and 34 of these judges were also justices of the peace.

SMALL CLAIMS COURTS were authorized by the legislature in 1975 to handle small civil cases on an informal basis. This court has not been established by any county in the state.

MUNICIPAL COURTS were authorized by the 1937 legislature as a local option within Montana's larger cities. These courts are the jurisdictional equivalent of justice courts. Currently there are no municipal courts in Montana.

THE TRIBAL COURTS of Montana's Indian reservations exist specifically to deal with matters of tribal law. Certain felonies which occur on the reservation may be handled by the federal district court. Tribal court proceedings are conducted without formal prosecution or defense.

PROSECUTION AND DEFENSE in Montana includes the Attorney General, county attorneys, city attorneys, public defenders and court appointed or privately retained counsel. By law, the Attorney General has general supervisory control over county attorneys. Montana does not have a statewide public defender program at this time. However, state law allows a county to establish a public defenders office.

THE ATTORNEY GENERAL is elected to a four-year term and is responsible for the administration of the Department of Justice which provides important services to the criminal justice system. These services include investigation, identification, telecommunications, highway safety, vehicle registration and legal advice. Also, as chief legal officer of the State of Montana, the Attorney General's responsibilities include prosecution or defense of any litigation before the supreme court to which the state is a party. The Attorney General is often called

upon to provide written legal opinions to the legislature, agencies or boards, county or city attorneys and other governmental officials on questions of law relating to their particular offices.

THE OFFICE OF COUNTY ATTORNEY COORDINATOR was established within the Department of Justice in 1974. This is a cooperative effort between the Attorney General and the county attorneys to provide needed services to the county attorneys. Duties of the office include organizing, coordinating and providing: education and training; standardized operating procedures and policies; official opinions and briefs; and, technical assistance. Administrative support for the office is provided by the Department of Justice.

COUNTY ATTORNEYS are elected to four-year terms and serve as public prosecutors. The workload, services and resources of county attorney offices vary widely throughout the state. Only six counties have full-time county attorneys. Responsibilities of the county attorney include: criminal prosecution; representation of the county and state in all legal actions involving the county or state; and, rendering legal opinions to county officials regarding their offices. The county attorney is also responsible for prosecution of individuals falling under the provisions of the Montana Youth Court Act and for representing the state's interest in such matters as mental commitments, child abuse and neglect and non-support.

CITY ATTORNEYS may be appointed for a two-year term by the governing body of a city or town. The city attorney prosecutes cases on behalf of the city or town in city or district court; drafts contracts and ordinances for the city council; and, provides written opinions on questions of the duties, rights, liabilities and powers of the municipality.

PUBLIC DEFENDER OFFICES may be created by county commissioners. Approximately fifteen public defender offices have been established. These offices are staffed by part-time defenders. Where a public defender is not available, a court of record appoints counsel for indigent defendants at the locality's expense.

INFORMATION NEEDS

Accurate, timely information is vital to effective court management. It is important in the processing of cases and the utilization of resources. Information is the foundation for making decisions in individual cases, such as setting bail, appointing counsel and sentencing offenders.

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The workload of criminal courts is increasing as a result of the higher crime rate, a more active and effective law enforcement and increased appeals. This increased activity requires improved information for individual case management, caseflow management, resource analysis and cost analysis.

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As the courts have civil as well as criminal jurisdiction, information needs in both areas should be addressed by a judicial information system.

MONTANA'S COURTS COMPONENT

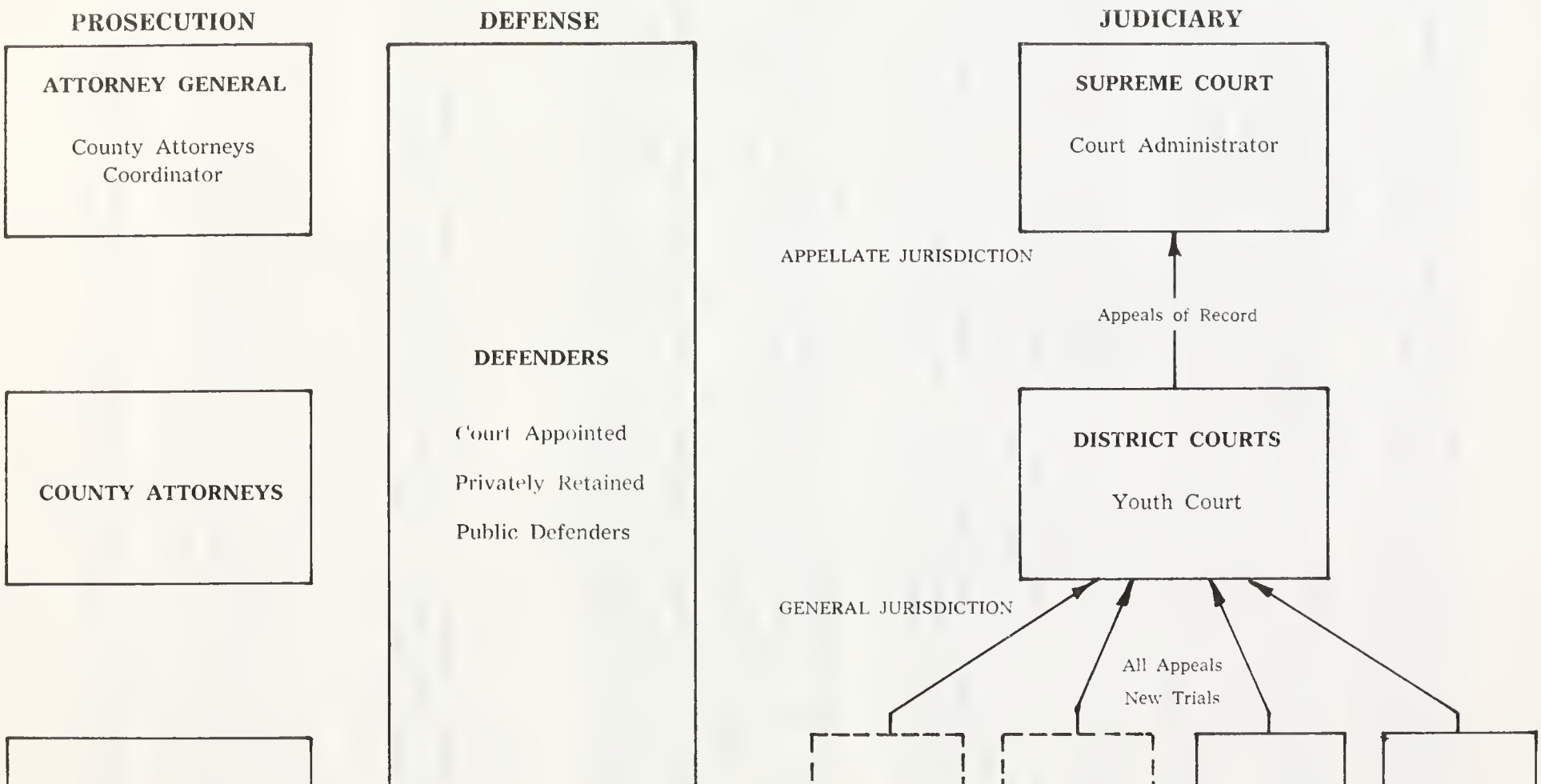

ILLUSTRATION IV

Computer and microform equipment hold great potential for the courts. In fact, clerks of district courts are the leading users of microform media within Montana's criminal justice system. About 70 percent of the clerks of court use some type of microform equipment for storage and retrieval of records.

The use of automated equipment should be justified on a cost-effective basis. Caseload and population are important factors in this determination. In small Montana courts, a good manual information system will meet most requirements.

Prosecutors also require information for effective decisionmaking. Their functions include filing charges, management of criminal and civil cases, trial work and office administration. The county attorney determines which cases will be prosecuted, what offenses will be charged and allocates resources for trials. These decisions, which influence community law enforcement goals, are based on operational and management information.

OPERATIONAL INFORMATION

Judges, prosecutors and defenders need information for individual case management and overall caseflow management to support their daily operations. These operational information needs should be analyzed in terms of a complete courts system including adult and juvenile justice and criminal and civil requirements.

INDIVIDUAL CASE MANAGEMENT depends on the efficient collection, update and accessibility of information concerning the offense and defendant; a monitoring of proceedings and actions taken in relation to the case; the elapsed time between actions; and, an index of certain case identifiers for rapid access to particular files.

For each defendant in a criminal case the following information should be available to the prosecution, defense and sentencing judge: a record of the current arrest; a complete criminal history including all adult institutional admissions; and, a summary of the defendant's social and economic background. Court officials rely on this information for plea negotiation, establishing bail or release and sentencing. The information is used to estimate the defendant's reliability, dangerousness to the public and probability of being rehabilitated by various sentences.

The judge needs criminal history information for fair and informed sentencing of the convicted offender. The prosecutor uses criminal history information to set case priorities and determine charges. The criminal history is as essential to a criminal case as the driver history is to a traffic case.

The social summary should include information concerning previous addresses, military record, marital status, drug use, employment and education.

Indexing is necessary to quickly locate information needed in a particular case or decision. Cases can be indexed by judge, defendant, prosecutor, defense counsel and complainant's names, by case number, docket number, current status or other identifiers. The uses of indexing are limited primarily by the type of information system. Indexing is relatively difficult in manual systems but is relatively easy in automated systems.

Case monitoring is dependent upon the recording of each transaction as the defendant progresses through the court process. This includes arraignment, continuances, trial, the presentence investigation, sentencing and appeals. Case monitoring should indicate if each case is progressing at a proper speed and note excessive delays and omissions. A status report should be available any time an administrator wishes to check the overall caseload of the court.

For case management, prosecutors need information to support charge determination and case handling. Criteria which determine the importance of a case include crime seriousness, the defendant's criminal history, age of the case and probability of conviction. The establishment of priorities enables the prosecutor to allocate his resources toward preparation and presentation of the most important cases.

CASEFLOW MANAGEMENT requires information on completed proceedings, the elapsed time between proceedings and the number and types of continuances and sentences. Effective caseflow management requires the close cooperation of the judge and prosecutor.

Resource allocation involves scheduling, setting calendars, maintaining court dockets and jury management. Through efficient allocation, the court can control resources for processing its caseload. The court has an obligation to bring cases to trial as quickly as is compatible with fair, equitable treatment. The scheduling of the required steps in a trial and the recording of the outcome of each step assures speedy and just trials.

Frequently the term *scheduling* is used interchangeably with *calendaring* or *docketing*. Actually, scheduling occurs first in the judicial process followed by calendaring and then docketing. Scheduling refers to the selection of the specific cases to be put on the calendar of a specific court and judge on a specific date. Calendaring is the recording of court appearances for use by the public, prosecution and defense. Docketing is the recording of each substantive action affecting a case in a docket book.

The ideal goal of resource allocation would be the establishment of one time, date and courtroom for each transaction of a case with the assurance that the case would be dealt with and decided fairly at that designated time. In order to achieve that goal, a conflict-free time and date would have to be worked out for each case and its transactions. The ideal resource allocation system would have an accurate, fixed schedule for the prepared prosecutor and defense counsel, witnesses, arresting officer, defendant, judge and court reporter.

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The most difficult court activity to automate has been scheduling. No jurisdiction, regardless of the sophistication of its technology, has been able to successfully implement fully automated scheduling.

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Computerized calendars, ranging from a simple list of defendant names to comprehensive reports of cases and participants, are in use. Many courts use computer and microform equipment to produce a standardized, readable docket with a savings in manpower and storage space.

Various aspects of jury management also have been successfully automated. Jury management involves the selection, notification, qualification, orientation and payroll processing of jury panels. Computers have been used to randomly select the jurors, schedule their appearance and assign them to a particular court, judge or case. This has reduced the overcall and waiting time of jurors. Some automated systems include administrative functions such as the processing of jury payrolls.

The computer generation of notices is a common function of automated court systems. This provides automated preparation of notices, warrants, subpoenas and summonses. A tracking component provides the current status of the notice and allows timely removal when the record is obsolete. These systems can automatically print subpoenas for defendants and witnesses and provide notices to counsel regarding dates assigned for court action. Some systems provide notes to defendants, reminding them of their trial date and their right to be represented by counsel, or notices to attorneys of appointment as counsel. Various notices to police officers, jurors and witnesses also are common as are bench warrants for defendants, witnesses or jurors who fail to appear in court.

An automated court notices system would be particularly beneficial to the Montana prosecutor who is reponsible for subpoenaing witnesses and preparing warrants and summonses.

MANAGEMENT INFORMATION

Courts need information about their finances, personnel and facilities. They also need information about their work including caseload, dispositions and the participants involved in litigation. Management information systems can provide this data to judges, prosecutors and defenders.

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The management of the records and files of the judicial, prosecutors and defenders offices is a basic factor in the effectiveness and efficiency of the courts.

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AN ACCOUNTING SYSTEM is necessary for courts which are responsible for their own operation. The accounting system should provide budgeting, payroll, personnel, property inventory and facilities information. All financial matters such as fines, fees and bond accounting should be handled by the system. Personnel classification, assignment, experience and education would be an important component of the system.

RECORD SYSTEMS are required for the efficient storage and retrieval of active and inactive cases. A retention and disposal plan is an important feature of a records system. Unneeded records often occupy valuable space and should be regularly removed from active files. Microforms can be used to retain inactive case files and conserve space. The clerk of court, prosecutor and defender should have a record system capable of locating any active case file in less than five minutes and any inactive case in less than thirty minutes. This requires a central repository with controlled access and files that are indexed and kept current.

A RESOURCE ANALYSIS SYSTEM should provide information about case workloads, facility utilization, motions filed, case delays, dispositions and offender based transactions. This statistical information should be made available to other criminal justice agencies, the legislature and the public. Resource analysis information is necessary to evaluate and improve court performance.

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Statistics describing court activity have been ambiguous. Often, it is not clear if the data concerns events or the number of persons involved in events.

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Statistics on court proceedings usually tally the number of trials and not the number of defendants involved. Both defendants and events must be counted for complete statistical analysis.

Courts need the capability of determining monthly caseflow and personnel workload patterns for effective court administration. Statistical information concerning filings and dispositions, monthly backlog, current case status, time and length of trials, workloads, jury utilization, bail and release, witness participation and courtroom utilization is needed.

Judges, prosecutors and defenders should have a statistical system to monitor and evaluate the performance of their office. Information is needed about monthly totals of cases disposed, number of cases disposed by judge or prosecutor, number of appearances, duration of cases, reasons for adjournments, man-hours involved and final dispositions.

Offender based transaction statistics would provide information on multiple events concerning defendants, time elapsed between events, sentencing alternatives and status at release from the court process. This information could be used to evaluate the workload and performance of the courts.

RESEARCH AND PLANNING efforts are not supported by conventional court statistics systems which provide only gross counts of activity. These systems do not provide sufficient information to identify problems, predict resource needs or develop new policies and procedures. The ideal research and planning system should be useful in predicting the effect a change of policy or procedure would have on the entire courts process. It would provide data for statistical analysis of trends in case processing and dispositions, the projection of judicial manpower and resource requirements, the evaluation of court performance, the cost of court operations and the projection of current and future costs and revenues.

Statistical systems which support research and planning must provide detailed information. This requires that the court administrator collect individual case information rather than summary statistics from the courts. This method of data collection imposes additional data reporting burdens on individual courts which are offset by the ability to perform more meaningful statistical analysis. Individual case reporting results in more accurate, timely, uniform and detailed reporting of judicial activities. It also provides the foundation for reporting court data to the state's OBTS/CCH system when it becomes operational.

Corrections

COMPONENT DESCRIPTION

The corrections component of the criminal justice system includes all agencies responsible for the custody and rehabilitation of convicted offenders. The primary responsibilities of corrections are protection of the public, punishment of the offender and the successful reintegration of the offender into the community.

Correctional agencies need information to control offender movement and evaluate rehabilitation programs. To effectively maintain custody and surveillance of an offender, information concerning the offender's status and location is required. To rehabilitate the offender and prevent further contact with the criminal justice system following release, continuous monitoring and evaluation of treatment programs is necessary.

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Corrections must develop an information system capability that accounts for offenders, aids decisionmaking and provides a rapid response to inquiries. Information needed for evaluation and planning of rehabilitation programs is largely nonexistent or inaccessible. There is no system in Montana to collect uniform data concerning recidivism, length of time in custody or changes in offender characteristics or sentences.

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Corrections in Montana includes agencies at both the state and local jurisdictional levels. The Corrections Division of the Department of Institutions is responsible for the operation of adult and juvenile institutions. The Division also provides adult probation and parole and juvenile aftercare services within the community.

The District Courts employ juvenile probation officers to supervise youth in need of supervision. Adult probation and parole officers also serve the District Courts by providing presentence investigations and supervision of offenders not sentenced to prison terms.

Each county in Montana maintains facilities for the detention of defendants prior to trial or sentencing and for the confinement of prisoners sentenced to incarceration for less than a one-year term.

In Montana, correctional agencies and institutions are located throughout the state. Adult probation and parole and juvenile field officers are stationed in major cities. Supervision of an individual may be shared by several agencies or transferred from one agency to another. Records concerning the individual must be duplicated and mailed to the receiving agency at the time of transfer.

In 1975, legislation was enacted transferring supervision of the adult parole and probation field services from the Board of Pardons to the Department of Institutions. Subsequent internal reorganization of the Department brought all statewide adult and juvenile correction services under central management.

The major state and local agencies of the Montana corrections system are shown in Illustration V, page 48, and described below.

THE CORRECTIONS DIVISION of the Montana Department of Institutions was created in 1975 to unify state administered correction services. The Division provides centralized management, planning, evaluation and fiscal control to adult and juvenile institutions and community programs. The Division Administrator is implementing policies and procedures to unify existing adult and juvenile programs into an integrated delivery of services.

Bureaus within the Division include the Adult Field Services Bureau, the juvenile Aftercare Bureau and the newly created Community Services Bureau which will be responsible for adult community residential and treatment programs. Institutions within the Division include Montana State Prison, Swan River Youth Forest Camp, Pine Hills School and Mountain View School. A number of juvenile residential facilities are funded and supervised directly by the Aftercare Bureau.

THE BOARD OF PARDONS, which is administratively attached to the Division, is an independent agency responsible for the adjudication of prison releases and recommendations for clemency or pardon. The Board's major responsibility is the adjudication of parole requests, work or school furlough applications and alleged parole violations. By statute, the Board is required to review requests and recommend clemency or pardon to the Governor. The Board is composed of three part-time members appointed by the Governor. An administrative staff interviews prisoners and prepares information packets and notices concerning hearings. The Board meets monthly at the prison.

THE ADULT PROBATION AND PAROLE BUREAU is responsible for the supervision of offenders paroled by the Board of Pardons as well as probationers placed in custody by the district court. Supervision is provided by 22 field officers located in 13 district offices throughout the state. Three officers are employed as regional supervisors and also act as hearing officers of the Board of Pardons in conducting preliminary, onsite hearing of alleged parole violations. The field officers also are responsible for performing presentence and placement investigations at the request of the district courts.

THE COMMUNITY SERVICES BUREAU was recently organized to develop and operate a community residential treatment facility. Offenders will be accepted from Montana State Prison and the courts. The bureau also is responsible for the initial processing of work furlough applications and the development of local services to complement those currently available from district probation and parole offices.

MONTANA STATE PRISON at Deer Lodge is the only adult correctional institution maintained by the state. As no facilities are available for the custody of female prisoners, women are routinely transferred to York, Nebraska under terms of the Western Interstate Compact. Although the prison's major responsibility is the incarceration of offenders, several rehabilitative counseling and training programs are available. The current prison facility was built over 100 years ago and is scheduled for abandonment when a new prison facility is completed in 1977.

The new facility is designed according to modern theories of treatment and rehabilitation. Cell blocks will be replaced by dormitories. Security equipment and surveillance procedures are less visible. Transfer to the new facility will require changes in custody policy and procedures as well as reclassification of the current population.

SWAN RIVER YOUTH FOREST CAMP is a correctional institution for male offenders between the ages of 16 and 25 who have been convicted of serious crimes. Men may be transferred to the camp from Montana State Prison or Pine Hills School. The capacity of the camp is limited to 50.

Admissions are made through selection by the prison or school authorities and acceptance by the camp director. The usual client is one who has not adjusted to a traditional educational setting but is in need of job or educational skills.

The camp, through the cooperative efforts of the Vocational Education Bureau of the Department of Social and Rehabilition Services and the state forester, provides training in logging, forest conservation and remedial education leading to a General Educational Development (GED) certificate, the equivalent of a high school diploma.

PINE HILLS SCHOOL in Miles City is the state's correctional facility for male juveniles. It is a combined school and ranch operation offering traditional, remedial and vocational education programs.

MOUNTAIN VIEW SCHOOL is the state's correctional facility for female juveniles. Located near Helena, the school provides vocational and academic training. The girls participate in many community events and may attend schools in the Helena area while residing at the facility.

THE AFTERCARE BUREAU is responsible for youth released from juvenile institutions or placed under supervision by the courts. The Bureau employs 16 counselors who work out of field offices located throughout the state. An intensive care unit for diagnosis and evaluation of juveniles is located in Great Falls. The Bureau also contracts with community group homes and foster homes for long-term care. By law, the Bureau may retain custody of a juvenile until the age of 21 or to the end of court commitment.

JUVENILE PROBATION OFFICERS are employed by the district courts around the state. Currently there are 50 officers in 38 offices statewide. Under the Montana Youth Act, the officers have broad responsibilities ranging from counseling to foster home placement.

LOCAL JAILS, serving the counties, cities or Indian reservations are independent of any statewide authority. Each community having a jail is required to construct, operate and maintain the facility and supporting programs. Most localities have consolidated city/county jails. Montana law requires that a jail be located in each county under the direct supervision of the sheriff. Local jails are used as preconviction detention centers or for incarceration of offenders serving sentences of less than one year.

MONTANA'S CORRECTIONS COMPONENT

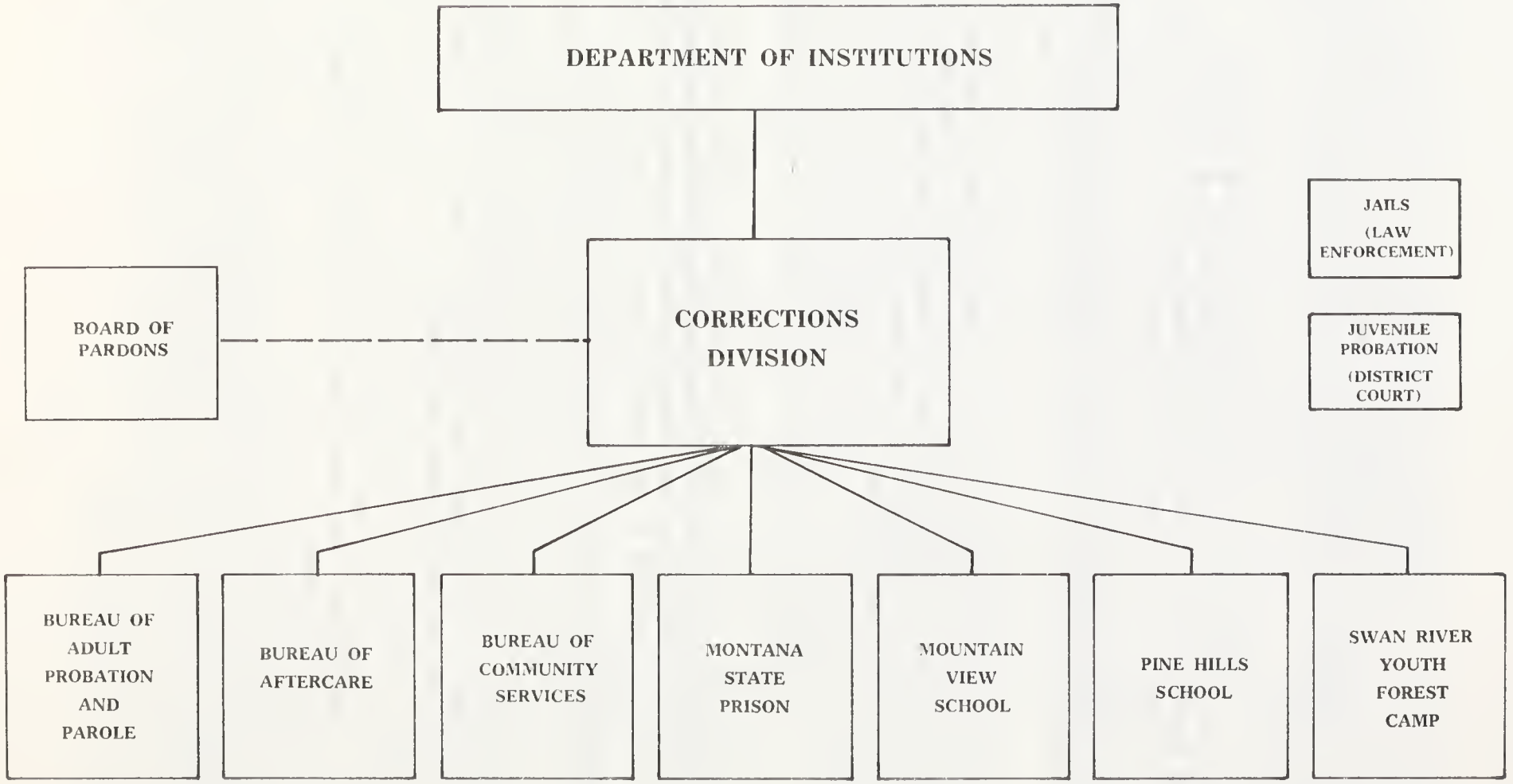

ILLUSTRATION V

TRIBAL CORRECTIONS PROGRAMS are not formally organized on Montana's Indian Reservations. Adult corrections services are provided by the federal or state government. In 1975, the legislature authorized the Department of Institutions to contract with the tribes for the provision of juvenile corrections services. A few tribal councils employ juvenile counselors.

INFORMATION NEEDS

To support decisionmaking, correctional agencies require operational and management information. Operational needs include the tracking of offenders as they move through correctional institutions and programs and the collection of offender background information for program assignments. Management requires information for planning, budgeting and evaluating programs. Program performance as well as agency and offender needs should be based on statistical research. Effective evaluation and analysis can provide new program goals and objectives.

OPERATIONAL INFORMATION

The operational requirements of corrections include the capability to provide the name, current location, status and corrections history of any individual within its jurisdiction. Corrections, which is responsible for custody of the offender population, must be able to locate any offender at any time. Personal history data, including the offender's previous criminal justice experience, social background, personal characteristics and diagnostic summaries, is needed for proper placement of the offender in rehabilitation programs. Corrections information systems must interface with other component systems to enable the sharing of information among criminal justice agencies.

OFFENDER POPULATION MOVEMENT is an important operational information requirement. The primary responsibility of the corrections system is supervising the convicted offender for the duration of his sentence. Whether the offender is initially sentenced to an institution or placed on probation within the community, his status and location will likely change several times during his supervision. The agency responsible for supervision must be aware of the offender's location at all times.

Offender movement data ties the offender to the assigned institution, probation and parole officer or community program. Change of offender location or status should be recorded as soon as it occurs. Each corrections agency should identify the offender, record the admission or departure, the reason for the movement and the destination. The agency should also identify the offender's counselor or probation and parole officer.

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The mobility of offenders among agencies and programs makes it especially difficult to maintain current information on offender status and location. Within an institution, the offender's status and location frequently change by work assignment or reclassification. Effective tracking of offender movement requires a centralized automated data processing system.

OFFENDER DATA must be available to corrections for rehabilitation of persons under supervision. Corrections personnel must evaluate the individual offender and select an appropriate treatment program from those available. As offenders move through institutions and programs their progress should be constantly monitored.

Corrections personnel need data about each offender in the system. This information includes criminal history, corrections case history and social history data. As a basic requirement, this data should provide positive identification through name, aliases, identifying numbers, age, race, sex and physical description. Positive identification supports offender tracking and accurate inclusion of corrections information in criminal history records.

Corrections case history data provides details of the offender's entire correctional experience. This includes official data about prior institutional supervision, offenses and sentences, specific recommendations of the court, probation or parole experience, diagnostic evaluation, involvement in educational or vocational programs, medical treatment, participation in treatment for alcoholism or drug addiction, disciplinary infractions, escapes and other violations. Case history data is needed for evaluation of correctional activities including the effectiveness of specific rehabilitation programs.

Classification specialists, corrections counselors, detention officers, probation officers and the parole board need criminal history information about adult offenders. Classification specialists and counselors use this data for the proper placement of offenders in rehabilitation programs. City, county and state detention officers require criminal history data to determine the proper placement and supervision of inmates. Booking and detention officers should have knowledge of the inmate's prior criminal record, use of narcotics and drugs, history of violent or suicidal acts, prior escapes or attempts and other related data. Probation officers require criminal history data for presentence investigations. Such data is valuable in assigning the offender to the proper supervision program. The parole board uses criminal history data in the granting of parole to offenders.

Correction agencies will be responsible for providing updated information to a state criminal history system. To provide this information, corrections must maintain complete records of adult offenders including admission and release dates, status and location changes, probation or parole violations and escapes from detention.

Corrections requires social history data for effective rehabilitation and supervision of offenders. This historical data includes such things as family structure and stability, health problems, education, occupation, diagnostic evaluation, narcotic/alcohol addiction and other data describing the life history of the offender. This information is needed for presentence investigations, parole decisions, assignment of offenders to programs, institutional supervision, administrative decisions and research and evaluation.

INTERAGENCY SHARING OF INFORMATION is of great importance to the entire criminal justice effort. Corrections agencies receive data from, as well as contribute to, law enforcement, court and other criminal justice information

systems. For example, corrections will contribute and request information contained in criminal histories and offender based transaction statistics systems. The interagency sharing of information will assure reliable records are available to the entire criminal justice system. Statistical analysis also will be improved.

When information is made available to agencies outside corrections, data which includes personal information about offenders and their families must be carefully protected. Such information may include the subjective opinions, judgments and remarks of corrections counselors, classification personnel, probation and parole officers and psychologists. Criminal justice and social case history data should be complete, accurate and justifiable. This information should be available only to agencies with a valid need to know.

MANAGEMENT INFORMATION

Corrections management requires current information on the status and population of each corrections program. Such information should include the number and characteristics of the offenders and personnel assigned to the program as well as financial data.

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A comprehensive corrections information system would meet the management and administrative needs of both state and local agencies. It would support the basic management activities of accounting, resource management, recordkeeping and research and evaluation.

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AN ACCOUNTING SYSTEM which allows costs to be associated with specific functions or programs would provide management with information necessary to expand, contract, initiate or eliminate programs on a cost-effective basis.

Management needs current financial data for each agency and program to limit spending to allocated amounts. Corrections budgets must reflect anticipated increases or decreases in the population served. Such projections require current program population counts. Employee time reports which allocate time to specific programs provide unit cost information for planning and budgeting.

RESOURCE MANAGEMENT is the utilization of personnel, equipment and facilities to meet agency goals. Administrators should have summarized and detailed resource management information for decisionmaking and planning.

A personnel system should provide information about staff, authorized positions, vacancies and turn-over rates. Employee records should contain information concerning promotions, geographic preferences, education, training and special skills. This would allow administrators to better evaluate personnel for appointments, promotions, transfers or discharges. The capability to correlate staff time to programs and activities would allow management to develop standards for workload control and budgeting.

An equipment and facilities system would provide information concerning the use, distribution and maintenance of property under the control of correctional agencies. This would correlate the use of property to specific programs to determine use, replacement or transfer.

RECORDS support a correctional agency's operations and management's evaluation of resource usage. Each agency should be responsible for maintaining records on the status of offenders and programs.

Historically, offender data has been collected in narrative form and compiled in individual files. Often, this information is found to be subjective and inconsistently recorded. The lack of uniformity is compounded by the duplicate collection of data which overloads a records system.

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Development of uniform definitions and standard procedures for the collection and recording of data is essential to the corrections recordkeeping function. A single, comprehensive record should be kept on each offender.

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The American Law Institute, in its model penal code, recommends that each prisoner's file contain the following information: the admission summary; the presentence investigation report; classification report, official conviction and commitment records; progress reports and admission-orientation reports from treatment and custodial staff; reports of disciplinary infractions and disposition; the parole plan; and, data concerning background, conduct, associations and family relationships.

RESEARCH AND STATISTICS provide management with information for planning, budgeting and program evaluation.

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Statistical information should be derived from operational records of offenders and used as the foundation for research into the effectiveness of the overall corrections system and individual programs.

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The primary goal of research and statistics should be to provide information which would enable administrators to evaluate program effectiveness, project future requirements and analyze problem areas. Information should be provided to determine total system performance as well as agency and offender needs. Such analysis requires the capability of interrelating various types of corrections data. For example, the relationship between treatment and recidivism must be known to make valid decisions about correction program effectiveness.

A centralized planning, research and statistical center using standard procedures to collect and summarize data is needed to provide reliable information for analysis and comparison. In corrections, it is necessary to systematically collect data for about five years to adequately analyze policies and actions.

The performance of corrections is typically measured by an overall review based on recidivism and program reviews that emphasize the achievement of more immediate objectives. Although recidivism is nationally recognized as a means of evaluating corrections performance, there is considerable variation in its measurement. Recidivism statistics should be based on the nature, seriousness and time period of the events to be counted. Program review is a more specific type of evaluation based on the measurement of the effect, performance, value, efficiency and relative contribution of the program. Corrections needs information that relates the effect of different programs to the rehabilitation of offenders.

A corrections information system also should support such statistical functions as offender accounting, administrative decisionmaking and response to spontaneous requests for information. Offender accounting statistics are needed for the proper supervision of the corrections population. Administrators must be able to recognize the numbers and overall characteristics of offenders at correctional facilities in order to make decisions concerning institutions and programs.

Corrections management must respond to requests for information from other criminal justice agencies or the private sector. Often, proposed legislation requires a projection of its effect on the corrections system. Such estimates or projections are necessary for corrections to establish a position on important matters. Corrections information systems must be able to meet a broad range of information demands.

Data for periodic statistical reports and long-range analysis of workload and results is useful in performance evaluation and budget justification. These periodic reports should contain summaries of offender population for varying time intervals, a recapitulation of population movement and an analysis of recidivism by offense and other characteristics.

Corrections would obtain limited but important information regarding offenders and recidivism from an Offender Based Transaction Statistics (OBTS) system. That system would provide an overview of the offender's experience in the criminal justice system from arrest to final release. Basic statistical information on offenders, sentencing, recidivism, probation and parole would provide an indication of how the criminal justice system, including corrections, is meeting its objectives. The information would be of use to managers and planners in improving the performance of the entire criminal justice process.

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All states should participate in the interstate and national exchange, comparison and compilation of corrections statistics. Montana has been involved in national statistics programs such as the National Prisoner Statistics and the Uniform Parole Reports.

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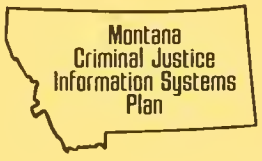
The Bureau of Census started the National Prisoner Statistics program in 1971. This involves the collection and analysis of basic prisoner data from all 50 states and the District of Columbia. Records of all prison commitments of one year or longer are collected. Releases and death sentences also are recorded to build a data base which will support statistical studies and research.

The National Probation and Parole Institute initiated the Uniform Parole Reports in 1967 to provide nationwide statistical reports on parole patterns. Statistics are based on uniform definitions and records kept for each individual paroled. All 50 states, the District of Columbia and the federal government participate in the program. Participating agencies receive yearly statistical tables showing parole results analyzed by various offender characteristics.

Corrections information systems should provide the data necessary to actively participate in these and other national statistics programs.

IV

Information Systems Development



Basic concepts for development and coordination of integrated criminal justice information systems are explained. The determination of the proper jurisdictional level for system development is discussed. National, state and local systems are examined in relation to the criminal justice components.

Information Systems Development

This chapter describes the basic concepts necessary for the development of integrated information systems. More detailed recommendations, which apply specifically to Montana, are found in Chapter Five.

Determination of the proper jurisdictional level for development of a criminal justice information system is an important matter. An information systems plan which specifies the exact role of federal, state and local criminal justice agencies is a necessity.

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The development of criminal justice information systems at the wrong jurisdictional level results in wasted resources, duplication, incompatibility and restricted usage.

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Coordination and planning are needed to insure that integrated systems are developed to facilitate the sharing of information.

INTEGRATED SYSTEMS

An integrated network of criminal justice information systems with three distinct levels of jurisdiction has been recommended both by the National Advisory Commission and Montana Justice Project.[11] This concept, which applies to both manual and automated systems, is diagrammed in Illustration VI, page 56.

The diagram shows an integrated network of criminal justice information systems with three levels of jurisdiction; national, state and local and three criminal justice components; law enforcement, courts and corrections. National, state and local criminal justice information systems serve two or more components of the criminal justice system. Component information systems serve only one component of the criminal justice system but may exist at one or more levels.

NATIONAL CJIS include all criminal justice information systems operated at the national level on a nationwide basis. Most of these systems are operated by the federal government. An example is the National Crime Information Center's computerized criminal histories system.

STATE CJIS include all criminal justice information systems operated at the state level on a statewide basis. Most of these systems are operated by state government. An example is an offender based transaction statistics system.

LOCAL CJIS include all criminal justice information systems operated at the local level for use within a locality. Most of these systems are operated by county and city government. An example is a subject in process system.

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[11]National Advisory Commission on Criminal Justice Standards and Goals, *Criminal Justice System* (Washington, D.C.: U.S. Government Printing Office, 1973) pp. 41-43 and *Information Systems Report*, pp. 3, 4.

AN INTEGRATED NETWORK OF CRIMINAL JUSTICE INFORMATION SYSTEMS (CJIS)

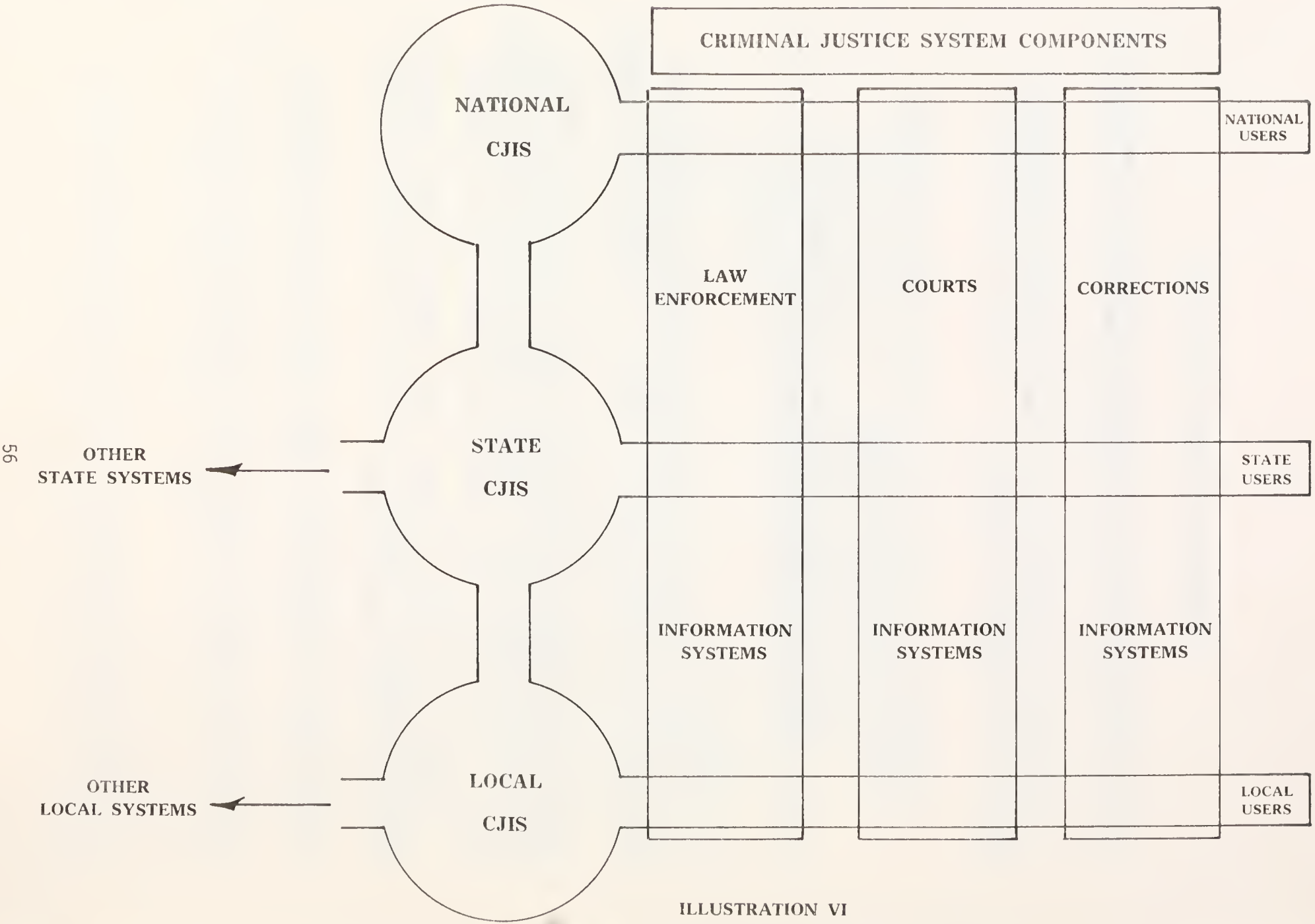


ILLUSTRATION VI

COMPONENT INFORMATION SYSTEMS may exist at the national, state or local jurisdictional level. The Department of Institutions' Offender Based State Corrections Information System and the City/County Law Enforcement Information System in Billings are examples of component information systems at the state and local level respectively.

LOCATION OF INFORMATION SYSTEMS

An integrated network of criminal justice information systems requires development of information systems at the proper jurisdictional levels. The choice of jurisdictional location should be based on the type of files to be maintained, three general principles of integration and control of access to the system.

The types of files to be maintained are an important consideration in determining the proper location of an information system. There is considerable disagreement about the proper location of person and case files in the criminal justice system. Generally, if the information is to be used by both state and local agencies it should be kept in a state system with terminal access provided to all users.

Three principles of integration are helpful in deciding where information system files should be maintained. First, identical records should not be stored in more than one repository unless there are strong overriding considerations involving overall system efficiency. Duplicate storage of records can usually be eliminated by improved access and retrieval. Second, *in process* files should reside in the agency responsible for the process. An exception to this principle occurs when several agencies join in a comprehensive information system. Finally, historical records should be stored at the jurisdictional level which can satisfy the greatest number of inquiries. Usually, event files are maintained at the local level and subject history files are maintained at the state level.

Control of access is another consideration in determining the location of information systems. The information system should be maintained at the level of government responsible for controlling access to the data.

STATE CRIMINAL JUSTICE INFORMATION SYSTEMS

The state's level of jurisdiction in an integrated network is probably the most easily defined. Basically, the state's role is to retrieve information from common files and disseminate it to appropriate state and local agencies. As the state must interface with national and local information systems, communications facilities and networks are vital.

State government should provide a computerized link to the National Crime Information Center (NCIC) files for entry and update of wanted persons, stolen vehicles, stolen property and criminal histories. A computerized link to the National Law Enforcement Telecommunications System (NLETS) for interstate exchange of administrative messages, all points bulletins, information on

vehicle registrations and driver licenses is necessary. The state should provide for the computerized switching of intrastate, agency-to-agency messages and online access to state information on wants and warrants, stolen vehicles and property, criminal histories, vehicle registrations and driver licenses.

State-level criminal justice information systems should provide NCIC-type files on wanted persons, various stolen items and criminal histories. Most states maintain these files to alleviate the burden on the NCIC system and to provide access to expanded information. In many cases, this state information is not eligible for entry into NCIC.

The development of an Offender Based Transaction Statistics/Computerized Criminal Histories (OBTS/CCH) system and a statewide Uniform Crime Reports (UCR) statistical system are state responsibilities. The OBTS/CCH system should be developed at the state level due to statewide criminal mobility and the need for positive identification of offenders which is available only from the State Identification Bureau. The responsibility for collecting and reporting UCR data should be at the state level. A summary of the state's returns should be forwarded to the FBI for inclusion in its national UCR program.

LOCAL CRIMINAL JUSTICE INFORMATION SYSTEMS

Local level criminal justice information systems provide offender and event data for the city, county or region. The information systems may be automated or manual. Local systems can alleviate problems in transmitting data among criminal justice agencies by establishing common files of information. This avoids the duplication of data collection and storage.

The role of local systems in an integrated network is to provide: fast response to inquiries for information; a master name index containing persons of local interest; local offender transaction information including arrest data, prosecution decisions, court dispositions and corrections placement; the current status of offenders within the locality; and, a single source for reporting information to the state.

The local information system must not duplicate the state's efforts, particularly in the development of offender based transaction statistics and computerized criminal histories. However, the local system must furnish data to that system.

Local criminal justice information systems must be capable of interfacing with state systems. Local systems may interface directly with or perform the functions of component information systems.

COMPONENT INFORMATION SYSTEMS

Component information systems must support the unique information requirements of law enforcement, courts or corrections components of the criminal justice system. These systems should provide detailed information of internal interest that is not properly included in a state or local criminal justice information system.

The component information system provides information for scheduling of events, cases and transactions and for the allocation of personnel and other resources. It provides management information for administrative decisionmaking and planning and support for research and program evaluation. Interfaces to users within the component and to local criminal justice information systems may be required.

COORDINATION OF DEVELOPMENT

Development of criminal justice information systems in most states has proceeded with little regard for the appropriate role of the system or how it interfaces with other information systems. This has resulted in incompatible systems, duplication of effort and inefficient use of limited resources.

The availability of federal funds has contributed to the problem. An agency can look to several sources of funding for the development of a criminal justice information system--local government, state government, LEAA grants, general revenue sharing, foundations, etc. These funding sources are faced with decisions regarding financial assistance on a project-by-project basis where all grants appear to be reasonable and no setting of priorities is possible. They seldom have a clear picture of the overall needs and problems.

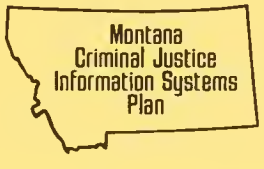
In several states the availability of various funding sources and general lack of communication among agencies have required the establishment of a high-level, statewide criminal justice information systems policy committee and a state agency to coordinate the development and operation of information systems. The committee and agency are usually created by legislation or executive order.

The state agency, within policy established by the committee, is responsible for preparation and annual revision of a master plan for an integrated network of criminal justice information systems. The agency establishes standards for technical development and management control of an integrated network and conducts onsite visits to verify adherence to information system standards. Technical assistance and training is provided upon request to criminal justice agencies in systems analysis, information systems planning, computer and microform technology, telecommunications and other related areas. The state agency is usually removed from the daily operation and development of information systems so that a broad, long-range perspective is possible.

The state criminal justice information systems policy committee is management oriented and broadly representative of the three components of the criminal justice system, state and local government and the public. The committee provides the leadership and direction necessary for implementing and operating integrated criminal justice information systems in the state. It reviews the state criminal justice information systems plan, standards and controls and other activities of the state agency.

V

Six-Year Projections



Specific recommendations for achieving the goal, objectives, information requirements and basic concepts of this plan are presented. Statewide priorities, schedules, allocation of LEAA funds, responsibilities of agencies and impediments to implementation are projected over a six-year period.

Projected Development

This section describes the basic concepts for development of an integrated network of criminal justice information and communications systems in Montana. The concepts of centralized criminal justice information systems and balanced development are discussed. Particular emphasis is placed on the development of an integrated criminal justice telecommunications network. The current and future telecommunications networks are discussed.

CENTRALIZED SYSTEMS

Centralized systems, operated at the state or local level, will provide the greatest information capability possible within limited resources. Centralized systems further the exchange of information and reduce duplication of effort. They are the most effective means of implementing integrated criminal justice information systems in Montana. These considerations were important in the establishment of priorities and the allocation of LEAA funds within this plan.

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At the state level, centralized systems will require decisive action by the Montana Department of Justice, Supreme Court and Department of Institutions. These agencies will be responsible for the development and operation of comprehensive statewide law enforcement, prosecution, judicial and corrections information systems.

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The Department of Justice also will be responsible for the operation of the state's integrated criminal justice telecommunications network. The Montana Law Enforcement Teletypewriter System should be expanded to serve law enforcement, court and correction agencies requiring online access to criminal justice information.

At the local level, centralization will result in the development of city/county criminal justice information systems. Special cooperation among law enforcement agencies will be needed to overcome the inherent decentralized nature of that operation. The involvement of the judiciary in centralized, local systems should be coordinated through the Supreme Court.

Centralized systems will require procedures to insure adequate service to the users. Criminal justice user groups should be established for all centralized information systems.

BALANCED DEVELOPMENT

The criminal justice system has three separately organized components: law enforcement, courts and corrections; each with distinct tasks. However, these components are by no means independent of each other. Each component's actions has a direct effect on the work of the other components. For example,

the courts deal with the offenders that law enforcement apprehends. The workload of corrections depends upon the sentencing of courts and the success of corrections in rehabilitation determines whether law enforcement will have further contact with offenders. Law enforcement activities are subject to court scrutiny and are often influenced by court decisions.

The introduction of advanced technology or improved information systems into one component of the criminal justice system can have a significant impact on the other components.

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If law enforcement increases its rate of apprehension of offenders through the use of automated information and communication systems, then an increase in the workload of courts and corrections will occur.

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Automated procedures would then be needed by courts and corrections to cope with the increased workload.

It is important that improved information systems be introduced into all components of the criminal justice system to uniformly increase efficiency throughout the system. A balanced approach to information systems development will insure the proper functioning of the entire criminal justice system.

TELECOMMUNICATIONS CAPABILITY

THE CURRENT TELECOMMUNICATIONS CAPABILITY in the criminal justice system serves only law enforcement and corrections. This capability is limited as there are few criminal justice information systems in the state designed to use terminals. Statewide, criminal justice agencies have 53 hard copy and nine video terminals. Most of these terminals are on the Montana Law Enforcement Teletypewriter System (MLETS). Smaller telecommunications networks are being developed at the state level for corrections and at the local level, in Billings, for law enforcement. There is no sharing of information among any of the telecommunications networks.

State criminal justice data bases are maintained on two state computers and there is no interconnection between state and local computers. Montana's current criminal justice telecommunications capability is described in Illustration VII on page 63.

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Automated information systems should be developed at the state and local levels to meet criminal justice information requirements. Planning efforts should focus on implementation of integrated systems capable of sharing information. A single, state criminal justice telecommunications network should serve law enforcement, courts and corrections.

MONTANA'S CURRENT CRIMINAL JUSTICE TELECOMMUNICATIONS CAPABILITY

AS OF NOVEMBER 1976

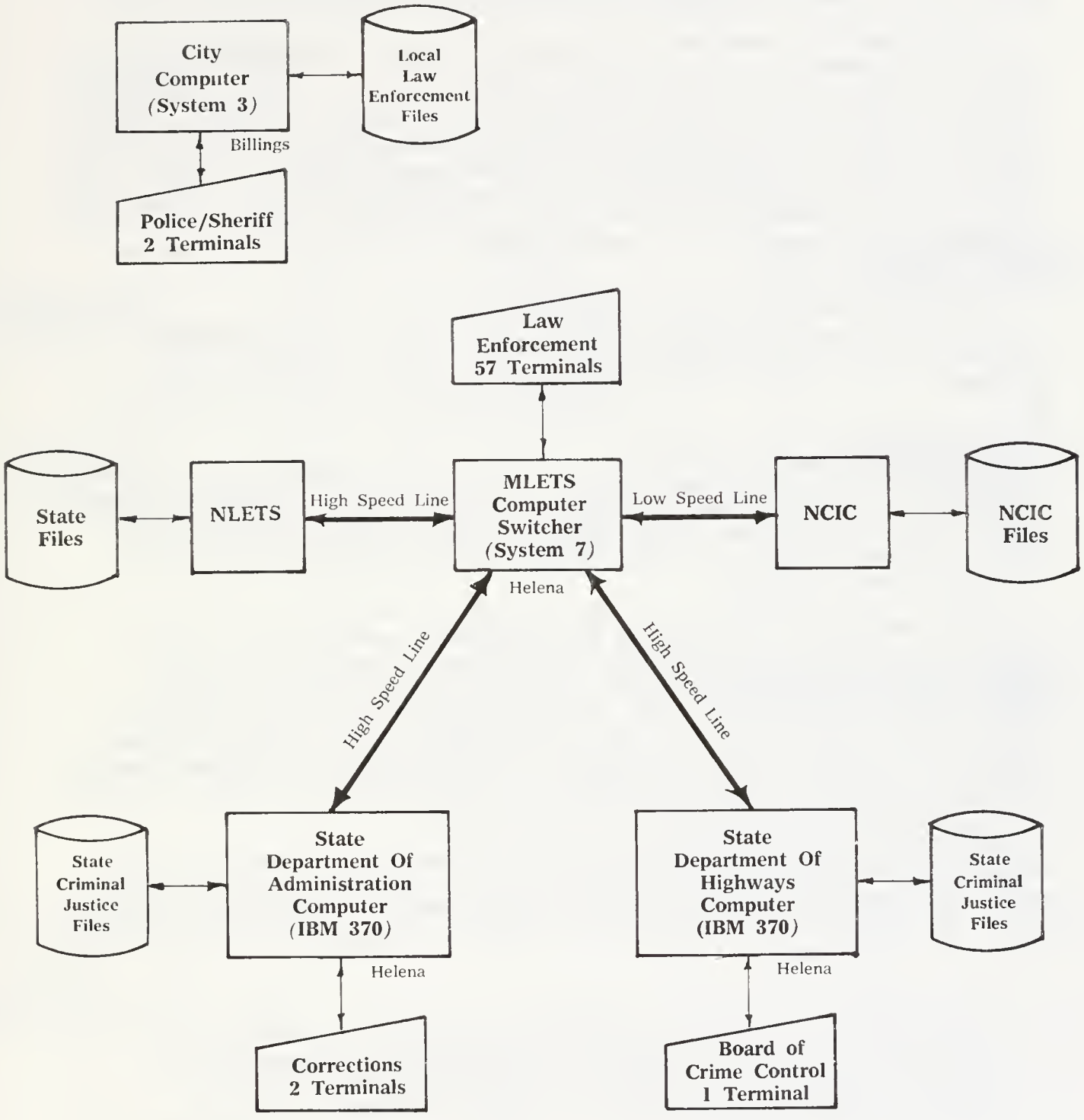

ILLUSTRATION VII

The state's telecommunications network is essential to the development of an integrated network of criminal justice information systems as described in Chapter Four. The effectiveness of statewide, automated systems will largely depend on the speed and reliability of the telecommunications network.

The Montana Law Enforcement Teletypewriter System is the primary telecommunications network within the criminal justice system. It provides law enforcement with computerized storing and forwarding of messages, administrative message switching and online access to national and state information on persons and property. This is accomplished by MLETS computer interfaces to the National Crime Information Center (NCIC), the National Law Enforcement Telecommunications System (NLETS) and a manual interface to the State Identification Bureau. Although MLETS provides law enforcement with online access to comprehensive national information, automated state information is currently limited to vehicle registrations and driver licenses.

As of November, 1976, MLETS supported 57 terminals in 45 local, two state and two federal law enforcement agencies located in 37 of the state's 56 counties.[12] Other law enforcement agencies have radio or telephone access to the nearest MLETS terminal. The average MLETS message volume is over 4,500 per day.

The current computer configuration of MLETS is diagrammed in Illustration VIII on page 65. An IBM System 7 computer provides the primary message handling capability. A Telecontroller, based on a Nova 1200 computer, provides system backup. The Telecontroller will be released in March, 1979, when the current contract expires. Each computer has software and auxiliary disk storage to store and forward messages.

There are seven circuits on the MLETS network. Four low-speed circuits support 52 teletypewriter terminals in law enforcement agencies. One high-speed circuit supports the five video terminals located in the Billings and Great Falls Police Departments, the Missoula County Sheriff's Office and the Highway Patrol office in Helena. The two remaining circuits provide high-speed interfaces to the Department of Administration and Department of Highways computer facilities for access to state information. MLETS maintains a low-speed computer interface to NCIC and a high-speed interface to NLETS.

MLETS has automated features such as message retention and recall, system recovery and limited generation of statistics. The network has need for adequate central facilities and security, modern hard copy terminals and automated features such as the logging of all communications traffic and comprehensive statistical analysis of system usage.

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The development of the physical security, integrity and statistical analysis of MLETS has been slowed by lack of financial support. The network will need increased state financial assistance to achieve its full potential and reliability as a major resource of the criminal justice system.

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[12] A listing of these agencies is found on page 123 in Appendix A.

MONTANA LAW ENFORCEMENT TELETYPEWRITER SYSTEM (MLETS) COMPUTER CONFIGURATION

AS OF NOVEMBER 1976

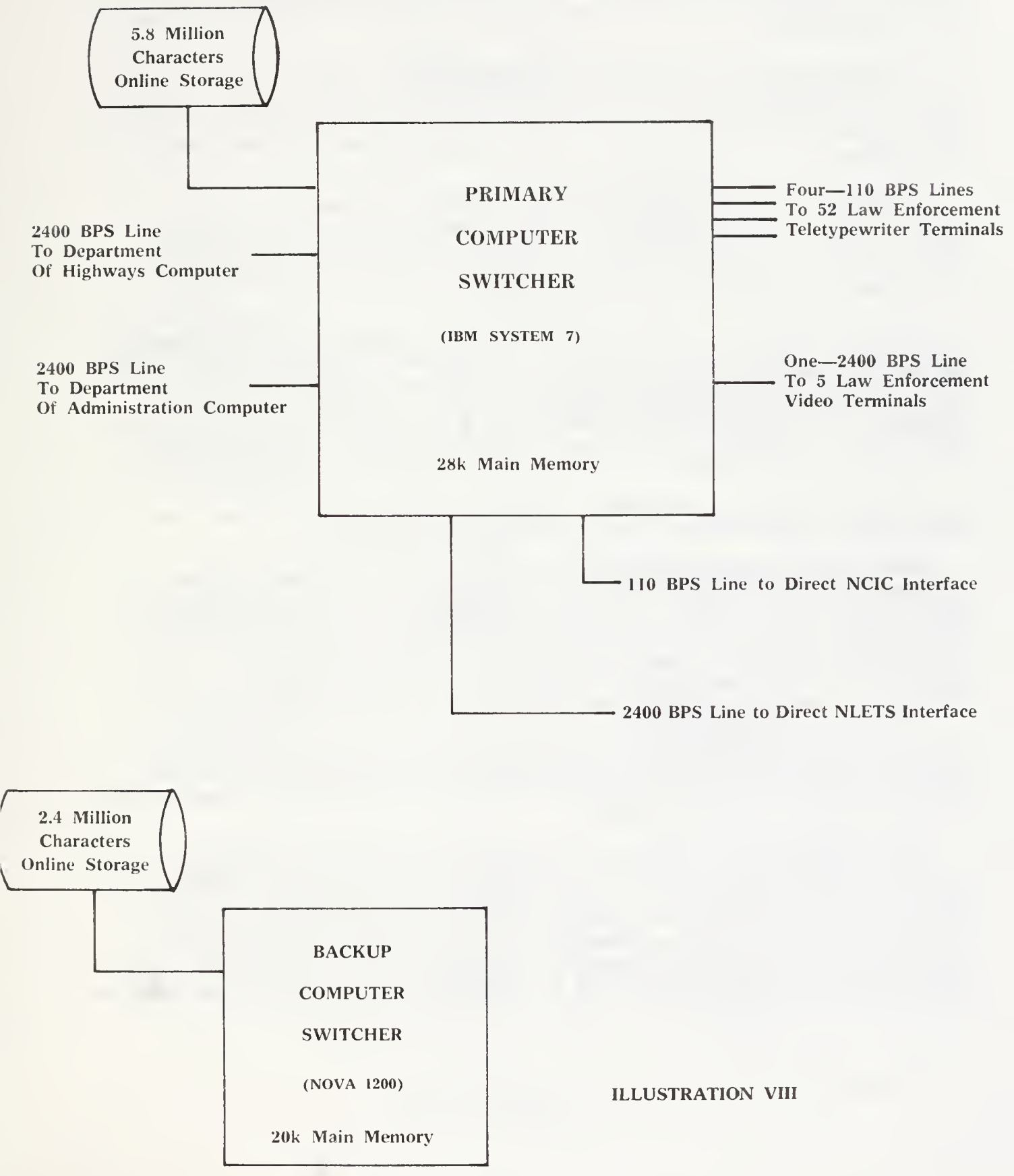
5.8 Million Characters Online Storage
PRIMARY COMPUTER SWITCHER
(IBM SYSTEM 7)
28k Main Memory
2400 BPS Line To Department Of Highways Computer
2400 BPS Line To Department Of Administration Computer
Four—110 BPS Lines To 52 Law Enforcement Teletypewriter Terminals
One—2400 BPS Line To 5 Law Enforcement Video Terminals
110 BPS Line to Direct NCIC Interface
2400 BPS Line to Direct NLETS Interface
2.4 Million Characters Online Storage
BACKUP COMPUTER SWITCHER
(NOVA 1200)
20k Main Memory

ILLUSTRATION VIII

The Department of Institutions is developing a corrections telecommunications network which will provide online access to statewide adult and juvenile corrections information. Video terminals are located at the administrative office in Helena and the state prison in Deer Lodge. Other terminals will be added to the network as the department moves from manual to automated information capabilities.

These terminals are connected to the Department of Administration computer where the Offender Based State Corrections Information System (OBSCIS) and the Aftercare Information System reside. The Department of Administration maintains a large IBM 370 computer which serves these and most other state government applications.

The Montana Board of Crime Control has a hard copy terminal connected to the Department of Highways computer. The terminal provides remote entry to batch systems on criminal offenses, juvenile probation and grant management. The Department of Highways maintains a medium sized IBM 370 computer primarily for highway and justice applications.

At the local level, a small telecommunications network has been implemented in Billings to support the City/County Law Enforcement Information System. The police department and sheriff's office each have a video terminal for online access to information regarding fingerprint analysis, physical descriptions, modus operandi, wanted persons, stolen property and a master name index. Other terminals will be added to this network as law enforcement in Billings consolidates records, identification, dispatch and jail booking activities.

Local automated law enforcement information systems are being developed in Great Falls and Missoula but they are not yet using terminals.

THE FUTURE TELECOMMUNICATIONS CAPABILITY includes establishment of an integrated telecommunications network in Montana to serve the entire criminal justice system. The proposed network is diagrammed in Illustration IX on page 67. Emphasis should be placed on developing automated information and communications systems capable of sharing information. More and faster terminals, communications lines and computer interfaces will be needed to make information timely and accessible for operational and management decisionmaking.

If automated information systems development meets projected needs, there will be six high-speed computer interfaces and 155 terminals in the criminal justice system by 1981. About 40 percent of the terminals will be video terminals and the remainder hard copy terminals.

The proposed network would have high-speed communications interfaces through a state criminal justice computer switcher to NCIC, NLETS, a state computer facility and local computers in Billings, Great Falls and Missoula. All state criminal justice data bases would be maintained at the state computer facility. The Montana Justice Project recommended that a state computer be dedicated to criminal justice as soon as it becomes cost beneficial.[13] Such a facility would more effectively and efficiently meet the information requirements of the criminal justice system.

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[13] *Information Systems Report*, pp. 111, 112.

MONTANA'S PROPOSED INTEGRATED TELECOMMUNICATIONS NETWORK

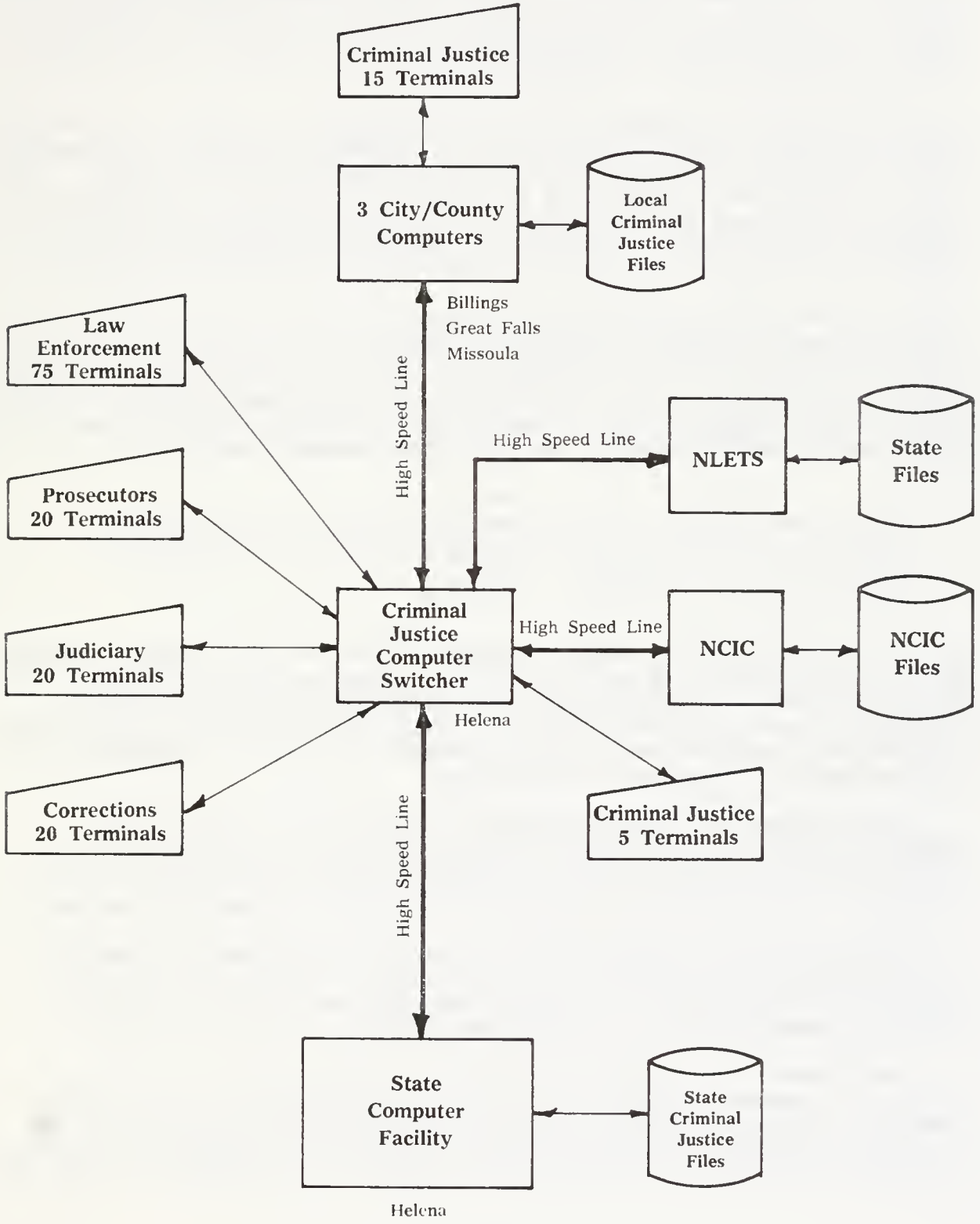

ILLUSTRATION IX

Computer interfaces to the state's three largest population centers would enable entry and retrieval of information in local and state criminal justice information systems through a common terminal. Information needed at the state level could be derived by computer from the more detailed local information. This would reduce data entry to a single input. Billings, Great Falls and Missoula would have a total of 15 terminals in criminal justice agencies. These terminals would be used by local dispatch and records centers, investigation bureaus, prosecutor offices, courts and jails.

Statewide, law enforcement would have 75 terminals by 1981. The terminals would be connected to the criminal justice switcher to provide online access to state and national information on persons and property in every county. Prosecutors and courts would have about 40 terminals for access to information on cases, defendants and legal research. This estimate is based on at least one terminal at each prosecutor's office and court in each judicial district. Juvenile probation officers would use court terminals for case management.

Corrections would have approximately 20 terminals for access to adult and juvenile offender records and program information. These terminals would be located in the Corrections Division central office, the 13 field service offices and the institutions. About five terminals would be needed to serve criminal justice support agencies such as the Board of Crime Control, State Identification Bureau and the Montana Criminal Law Information Research Center.

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Montana must develop a single, criminal justice telecommunications network if the concepts of integrated and centralized information systems are to be achieved.

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An integrated network would be more cost effective than separate component networks, would reduce the need for critical resources such as hardware, software and manpower and would further the exchange of information among law enforcement, courts and corrections. An integrated network would support the operation of a computerized criminal histories system and be consistent with the development of networks in other states.

The Department of Justice should be responsible for developing the integrated criminal justice telecommunications network by expansion of MLETS to serve courts and corrections. This expansion should occur over the next five years as state court and corrections information systems are developed.

The current MLETS computer could accommodate this expansion since it is now operating at less than 30 percent of maximum utilization and is capable of supporting 200 terminals. The major hardware needs would be faster or additional communications lines and more terminals.

Development of an integrated telecommunications network for criminal justice will require extensive planning and the appointment of an advisory committee. A state criminal justice telecommunications plan will be needed to provide the scope, direction and details necessary to implement and maintain the network. The advisory committee would assist the Department of Justice in

determining the scope and direction of the network. Its members should be broadly representative of state and local government and the criminal justice agencies served by the network.

Priorities

Priorities for the operation and development of criminal justice information systems in Montana apply to all manual, microform and computerized systems regardless of the funding source. These priorities are based on the goal and objectives discussed in Chapter Two. The priorities are based on the concept of developing centralized, integrated information systems that provide for the sharing of criminal justice information. Priorities are necessary for the efficient utilization of limited resources. In setting priorities, consideration was given to the current status of Montana criminal justice information systems and the overall information requirements of the criminal justice system and its individual agencies.

Priorities have been assigned to four categories of activity. In order of importance, these priorities are: (1) planning and coordination; (2) maintenance of existing systems; (3) completion of systems under development; and, (4) development of new systems. These priorities are summarized in Illustration X, page 71. Efforts must be undertaken in each of the four areas if essential information is to be made available to the criminal justice system.

The information systems capability that would result from implementation of the priorities is shown in Illustration XI, page 72. This should be considered as the minimum capability needed to support the criminal justice system.

PRIORITY 1. PLANNING AND COORDINATION

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Planning and coordination is the highest priority because it is essential to management control and cost avoidance in criminal justice information systems development.

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Centralized, integrated information systems which provide for the sharing of information require considerable planning and coordination. State and local responsibilities must be clearly defined. Planning and coordination are necessary to insure proper utilization of available resources. The most important requirement of planning and coordination is establishment of a state policy committee and a supporting state agency.[14]

A STATE POLICY COMMITTEE should be established to oversee the development of criminal justice information systems in Montana. The committee would provide leadership and direction in implementing integrated, cost-effective information systems and would advise the Governor and Board of Crime Control on required funding and legislation.

The Board of Crime Control's Criminal Justice Information Systems (CJIS) Advisory Committee partially fulfills this need by recommending to the Board

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[14]The duties of the policy committee and state agency are discussed in Chapter Four.

PRIORITIZED CATEGORIES

I. PLANNING AND COORDINATION

1. State Policy Committee
2. State Agency

II. MAINTENANCE OF EXISTING SYSTEMS

1. Montana Law Enforcement Teletypewriter System
2. State Vehicle and Driver Information Systems
3. Component Information Systems

III. COMPLETION OF SYSTEMS UNDER DEVELOPMENT

1. Adult Corrections Information Systems (OBSCIS)
2. Juvenile Corrections Information Systems
3. Local Law Enforcement Information Systems
4. Juvenile Probation Information System
5. Criminal Justice Statistics
6. Legal Research

IV. DEVELOPMENT OF NEW SYSTEMS

1. Criminal Histories (OBTS/CCH)
2. State Law Enforcement Information Systems
3. Prosecutor Information Systems
4. State Judicial Information System
5. Local Law Enforcement Information Systems
6. Defender Information Systems

ILLUSTRATION X

CONCEPTUALIZATION OF MONTANA CRIMINAL JUSTICE INFORMATION SYSTEMS

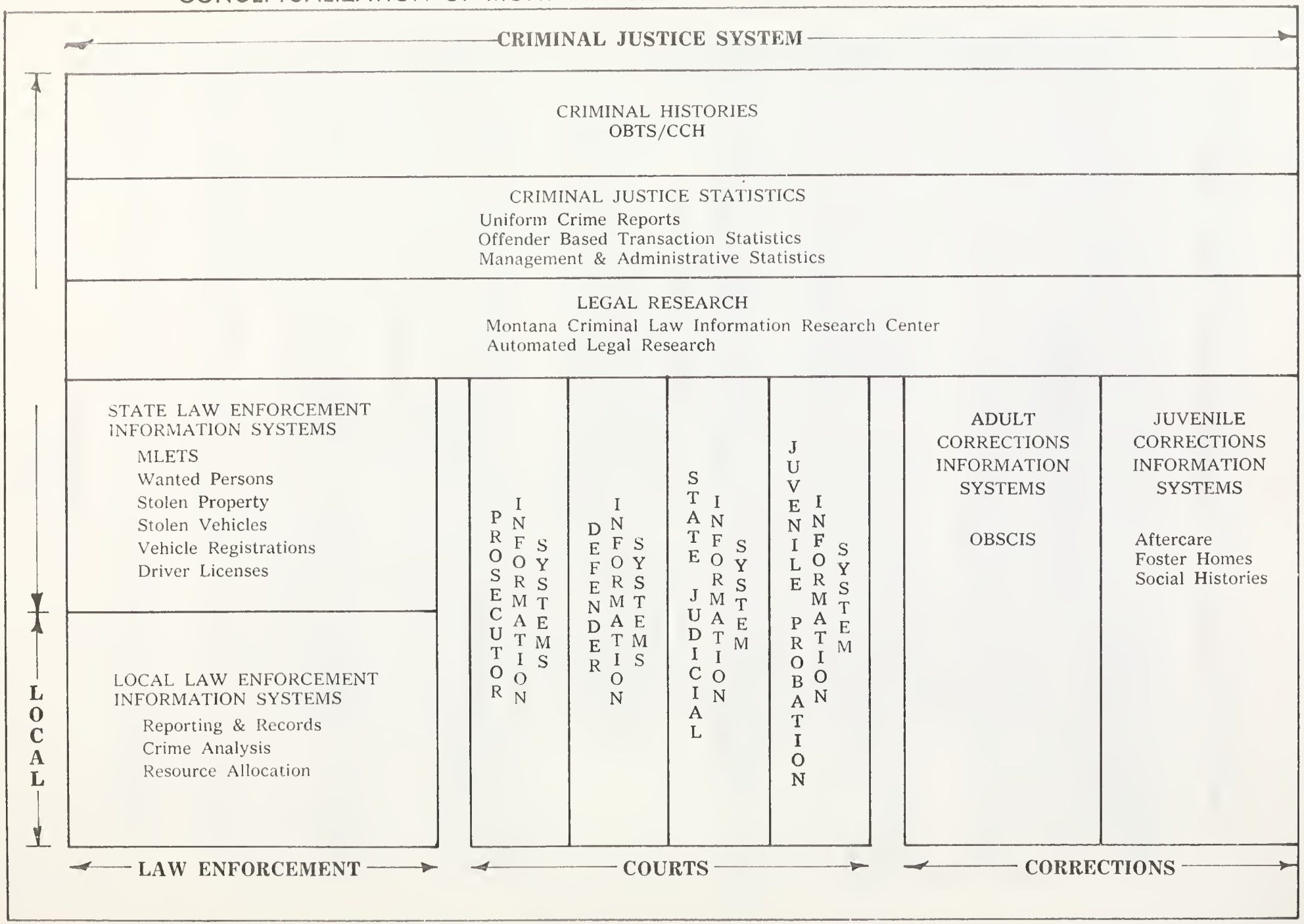

ILLUSTRATION XI

policies and procedures for criminal justice information systems legislation, planning and funding. That committee has drafted privacy and security legislation; assisted the Board of Crime Control in producing the State Privacy and Security Plan[15] and this State CJIS Plan; and, made recommendations to the Board on the expenditure of LEAA funds for criminal justice information systems. The committee does not set policy or directly advise the Governor on criminal justice information systems. Legislation is needed to establish a state policy committee, either by expanding the role and authority of the CJIS Advisory Committee or creating an executive committee which reports directly to the Governor.

A STATE AGENCY should be designated by the Governor or created by the legislature to support the policy committee and perform the daily activities of criminal justice information systems planning and coordination. The state agency, working within established policy, should be responsible for: criminal justice information systems research and long-range planning; coordination of state and local development; establishment of standards for technical development and management control of information systems; and, the arrangement and coordination of technical assistance and training.

The Board of Crime Control has been performing many of these activities, especially where LEAA funds are involved. Legislation giving the Board general authority for the planning and coordination of all criminal justice information systems in Montana, regardless of the source of funding, would be an expansion of current activities and authority.

PRIORITY 2. MAINTENANCE OF EXISTING SYSTEMS

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The second highest priority is maintenance and improvement of existing manual and automated criminal justice information systems. These information systems must be supported by state and local government as they are the foundation for current operation and future development.

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Many of the existing systems will have to be enhanced to stay current with more sophisticated information requirements. These systems, in order of importance, are the Montana Law Enforcement Teletypewriter System, state vehicle and driver information systems and other component information systems.

THE MONTANA LAW ENFORCEMENT TELETYPEWRITER SYSTEM (MLETS) is a statewide telecommunications network which provides law enforcement with information on persons and property essential to the support of patrol, investigation and detention functions. The response time of this information may be critical to

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[15]The Montana Privacy and Security Plan was developed by the Board of Crime Control in compliance with the U.S. Department of Justice Federal Register of May, 1975 governing the control of criminal history data contained in criminal justice information systems. The regulations required the submission of a plan to LEAA by March, 1976 which describes the state's proposed operational procedures for ensuring the privacy and security of criminal history record information.

the safety of a law enforcement officer. MLETS has additional importance because it is the foundation of an integrated criminal justice telecommunications network to serve law enforcement, courts and corrections.

STATE VEHICLE AND DRIVER INFORMATION SYSTEMS provide law enforcement with access to automated, statewide information on vehicles and drivers through MLETS. Information on vehicle registrations, driver licenses and driver histories can be a valuable investigative aid. This information can help law enforcement solve crimes by identifying offenders and automobiles involved in criminal offenses. Currently most crimes in Montana are not cleared by an arrest.

OTHER COMPONENT INFORMATION SYSTEMS include manual and automated systems that serve a component of the criminal justice system at the state or local level. These systems provide the basic information currently available in the criminal justice system. No attempt has been made to prioritize these systems. However, the systems that serve more than one agency generally have the greatest value.

PRIORITY 3. COMPLETION OF SYSTEMS UNDER DEVELOPMENT

The third priority is completion of criminal justice information systems now under development. Several significant efforts are underway to provide information badly needed by the criminal justice system. Many of these projects are receiving LEAA funding. State and local government must continue to support these projects so that they will be brought to a logical and successful completion.

Information systems currently under development, in order of importance, are those supporting adult and juvenile corrections, local law enforcement, juvenile probation, criminal justice statistics and legal research.

THE ADULT CORRECTIONS INFORMATION SYSTEM, currently under development, is the Offender Based State Corrections Information System (OBSCIS). This is a statewide system which supports the collection, processing and reporting of operational and management information. The system will assist corrections personnel in obtaining information about people under supervision, monitoring offender status and location, evaluating the effectiveness of programs and supporting planning and research. This will enable more effective placement of individuals within programs and institutions and may result in more successful rehabilitation of offenders.

JUVENILE CORRECTIONS INFORMATION SYSTEMS have been providing information on aftercare movement, social histories and foster home placement for several years. These systems provide aftercare management and counselors with basic information on the movement and status of juveniles from correctional institutions to aftercare supervision and placement. The Aftercare Information System was recently enhanced to provide terminal access to the data base. Further enhancements are needed to improve the statistical analysis capability of juvenile corrections information systems.

LOCAL LAW ENFORCEMENT INFORMATION SYSTEMS are being developed in the larger population areas of the state to improve crime prevention and criminal apprehension capabilities. Information systems emphasizing crime analysis and resource allocation are under development in Billings, Great Falls and Missoula. These

systems support crime specific programs aimed at habitual criminals and specific high-incidence crime. While the approach varies, the trend is toward development of information systems which support the patrol, investigation and management functions. The development of consolidated city/county law enforcement information systems, such as that in Billings, promotes closer cooperation among law enforcement agencies and eliminates duplicate information storage and retrieval. The successful completion and utilization of information systems in high-crime areas can have a significant impact on the state's crime rate.

THE JUVENILE PROBATION INFORMATION SYSTEM will provide probation officers with case management and statistical information on referrals and dispositions. This information will enable juvenile courts to determine the effectiveness of their dispositions based on factors such as recidivism. Other information on caseload, services and offender profiles will support planning and research. This system is part of an effort to develop uniform procedures, record systems and statistical analysis for all probation offices in Montana.

CRIMINAL JUSTICE STATISTICS on the incidence of crime and the use of criminal justice resources are of interest to the criminal justice system, legislators and the public. The Board of Crime Control has used LEAA funds to develop automated statistical systems which support the planning and funding of crime reduction programs. These efforts must be concluded through continued LEAA funding, by establishing an official, state Uniform Crime Reports (UCR) program and completing development of the Management and Administrative Statistics System. The Montana Justice Project recommended that a state UCR program be established to coordinate crime statistics at the federal, state and local levels and to provide for a program of quality control.[16] Completion of the Management and Administrative Statistics System will provide information to evaluate the costs and benefits of the criminal justice system.

LEGAL RESEARCH has been upgraded by the establishment of the Montana Criminal Law Information Research Center at the University of Montana Law School in 1976. The center provides legal research assistance to all judges, prosecutors, defenders, command law enforcement and corrections officials in the state. It was created to address one of the greatest problems of a rural criminal justice system--the lack of adequate and accessible legal research facilities.

Often, criminal justice officials do not have time for legal research or must drive hundreds of miles to a law library to research a legal question. Now they may telephone or mail a request for legal research to the center. The center employs a full-time director and utilizes existing law school resources in providing research assistance. This includes the availability of law students, one of the best law libraries in the state and automated legal research. The approach is cost effective when compared to upgrading inadequate county law libraries or hiring law clerks throughout the state.

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[16] *Information Systems Report*, pp. 16, 35, 36.

PRIORITY 4. DEVELOPMENT OF NEW SYSTEMS

The fourth priority is development of new criminal justice information systems.

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Current criminal justice information systems are inadequate. The resulting information void affects the performance of the entire criminal justice system. The recommended new information systems are all essential to immediate information requirements. State and local government must fund new information systems development if the criminal justice system is to successfully cope with the state's rising crime rate.

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New information systems that need to be developed, in order of importance, are those that support criminal histories, statewide law enforcement, prosecutors, the judiciary, local law enforcement and defenders.

A CRIMINAL HISTORIES SYSTEM would have the greatest impact, as the criminal history is used throughout the criminal justice system. It is a primary source of information for criminal justice decisionmaking including pre-arrest investigations by law enforcement; arrest and bail decisions; jail or prison booking; prosecutor case screening and plea bargaining; trial preparation; sentencing; and, correctional supervision. Some operational decisions require the retrieval of a criminal history summary within seconds. Criminal histories also are used for noncriminal justice purposes such as conducting security checks and verifying license applications.

Offender based transaction statistics are an important derivative of criminal history records and are used in criminal justice planning, research and evaluation. A 1975 study by the Institute for Law and Social Research indicated that the benefits of an Offender Based Transaction Statistics/Computerized Criminal Histories (OBTS/CCH) system are: potential cost savings as compared to a manual system, greater effectiveness of the criminal justice system, greater community protection and increased protection of individual rights.[17] Montana has received LEAA funds to develop an OBTS/CCH system and make these benefits available to the criminal justice system through the MLETS network.

STATE LAW ENFORCEMENT INFORMATION SYSTEMS have computer and telecommunications capabilities to provide law enforcement in most states with rapid retrieval of national and state information on wanted persons, stolen property, stolen vehicles, vehicle registrations and driver licenses. This information primarily supports patrol and investigation and increases the safety of the officer.

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[17]Institute for Law and Social Research, *Costs and Benefits of the Comprehensive Data System Program* (Washington D.C., 1975) pp. 34-42.

Studies have documented the need for centralization of this information at the state and national levels because of extensive criminal recidivism and mobility. Montana law enforcement has adequate access to national information through the MLETS network. However, a major deficiency exists in automated state information as only vehicle registrations and driver licenses are currently available. Various restrictions limit the entry of most state information into NCIC files.

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The Montana Justice Project study recommended that the state develop automated files on wanted persons, stolen property and stolen vehicles by 1977.[18] *The availability of statewide information through the MLETS network will greatly assist law enforcement in deterring crime and apprehending criminals.*

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PROSECUTOR INFORMATION SYSTEMS must be developed to support case management; resource allocation; research and statistics; and, management and administration. The prosecutor's efficiency is directly related to available information on case management and resource allocation.

Prosecutors occupy a critical position because their decisions have an enormous effect on crime in the community and the processing of offenders through the criminal justice system. These decisions include charges filed against offenders, cases to be tried, the use of plea bargaining and diversion, and allocation of limited resources to cases. Often prosecutors lack adequate information to make these decisions.

Law enforcement, courts, the legislature and local funding authorities require information from the prosecutor concerning his activities. Over 50 percent of all arrests for major crimes in Montana are apparently disposed of by prosecutors and no information is available on these dispositions.

The immediate needs identified by the Montana Justice Project are a statewide, prosecutor information system for statistical analysis and local systems for case management.[19] The development of prosecutor information systems must be coordinated through the Prosecutors Coordinator at the Montana Department of Justice to insure adequate planning, implementation and utilization.

A STATE JUDICIAL INFORMATION SYSTEM will provide for the collection, processing, analysis and reporting of statewide information about the activities of trial and appellate courts. This includes the ability to track individual civil and criminal cases, along with defendents in criminal cases, through the judicial process. Such a system has been designed by SEARCH to provide the court

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[18] *Information Systems Report*, pp. 16, 33, 34.

[19] *Information Systems Report*, pp. 69-74.

administrator with data and statistics about the proceedings, activities, finances and resources of the courts.[20] This enables a court administrator to evaluate the organization, practices, and procedures of the courts and forecast caseloads and workloads for long-range planning and budgeting.

The system provides offender and case data for the state's OBTS/CCH system. It also provides law enforcement, prosecution and corrections with information about present and past cases. Development of a State Judicial Information System requires extensive planning and should not be undertaken until the state court administration is firmly established and has the assistance of a judicial systems analyst. LEAA has limited discretionary funds available to implement the system.

LOCAL LAW ENFORCEMENT INFORMATION SYSTEMS will assist in the prevention and investigation of crime and the apprehension and incarceration of criminals.

The Montana Justice Project concluded that every law enforcement agency should have manual or automated information systems that provide: dispatch, event and case information; reporting and access to other systems; and, patrol or investigative support data not provided by external systems.[21] Dispatch information should improve unit assignment and provide records and statistics on response to calls for service. Event information on incidents and crimes, more detailed than UCR data, should support all agency needs for crime data. Case information including: the indexes to offenders, victims and events; the status of followup investigation; and, the scheduling of prosecution and court action is needed for investigation and management decisionmaking. Reports and access to other information systems provide data for operational and statistical purposes.

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Local effort in providing patrol and investigation support data must not duplicate state responsibilities to provide information on wanted persons, stolen property, criminal histories and fingerprint identification. The primary emphasis of local law enforcement information systems should be reporting and records, crime analysis and resource allocation.

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The unification of the records systems of police and sheriff agencies located in the same city is an attractive option from a cost benefit basis. The development of new information systems will lead to more efficient law enforcement performance and accountability.

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[20]The State Judicial Information System (SJIS) is a prototype system designed by SEARCH Group, Incorporated and funded by LEAA for use by the individual states in development of state level judicial information systems.

[21]*Information Systems Report*, pp. 27, 28.

DEFENDER INFORMATION SYSTEMS are needed to support the activities of public defenders. Currently, only superficial data on manpower, workload and the cost of indigent defense in Montana is available. Draft legislation to establish a statewide defender system will be submitted to the 1977 State Legislature. A state defender system will require supporting state and local information systems for case management; resource allocation; research and statistics; and, management and administration. Standard information systems should be developed to insure uniform and comparable, statewide data is available for planning and evaluation of the defender program. A state agency should perform an ongoing statistical analysis of defense in Montana.

Defender information systems will contain data that is privileged or of value only to the defense. This includes information pertinent to workload and cost analysis.

Certain information concerning cases and defendants available to prosecutors and judges must be made available to the defense. A defender needs information about the defendant's background in addition to calendar workloads, case schedules and the age of cases.

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The sharing of appropriate information among the prosecutor, defender and judiciary is necessary to avoid costly duplication and to provide for the fair and impartial administration of justice.

Development and Implementation Schedule

A six-year schedule for development and implementation of Montana criminal justice information systems is shown in Illustration XII below. This schedule provides for completion of information systems now under development and the development of new systems described in the previous section. It lists the state criminal justice information systems and component information systems previously discussed and projects their development and implementation by fiscal year. The six-year period starting on July 1, 1975 and extending to June 30, 1981 coincides with the Governor's six-year planning program. The component information systems are listed under law enforcement, courts and corrections subheadings. While many of the information systems will be under development for several years, most systems will have a limited operational capability after the first year of development.

The development of information systems within the specified time frames depends upon federal, state and local financial support. The purpose of this schedule is to emphasize the tasks and time frames required for the timely development and implementation of integrated criminal justice information systems. The six-year schedule should be revised and updated annually to reflect accomplishments and the current environment.

MONTANA CJIS DEVELOPMENT AND IMPLEMENTATION SCHEDULE

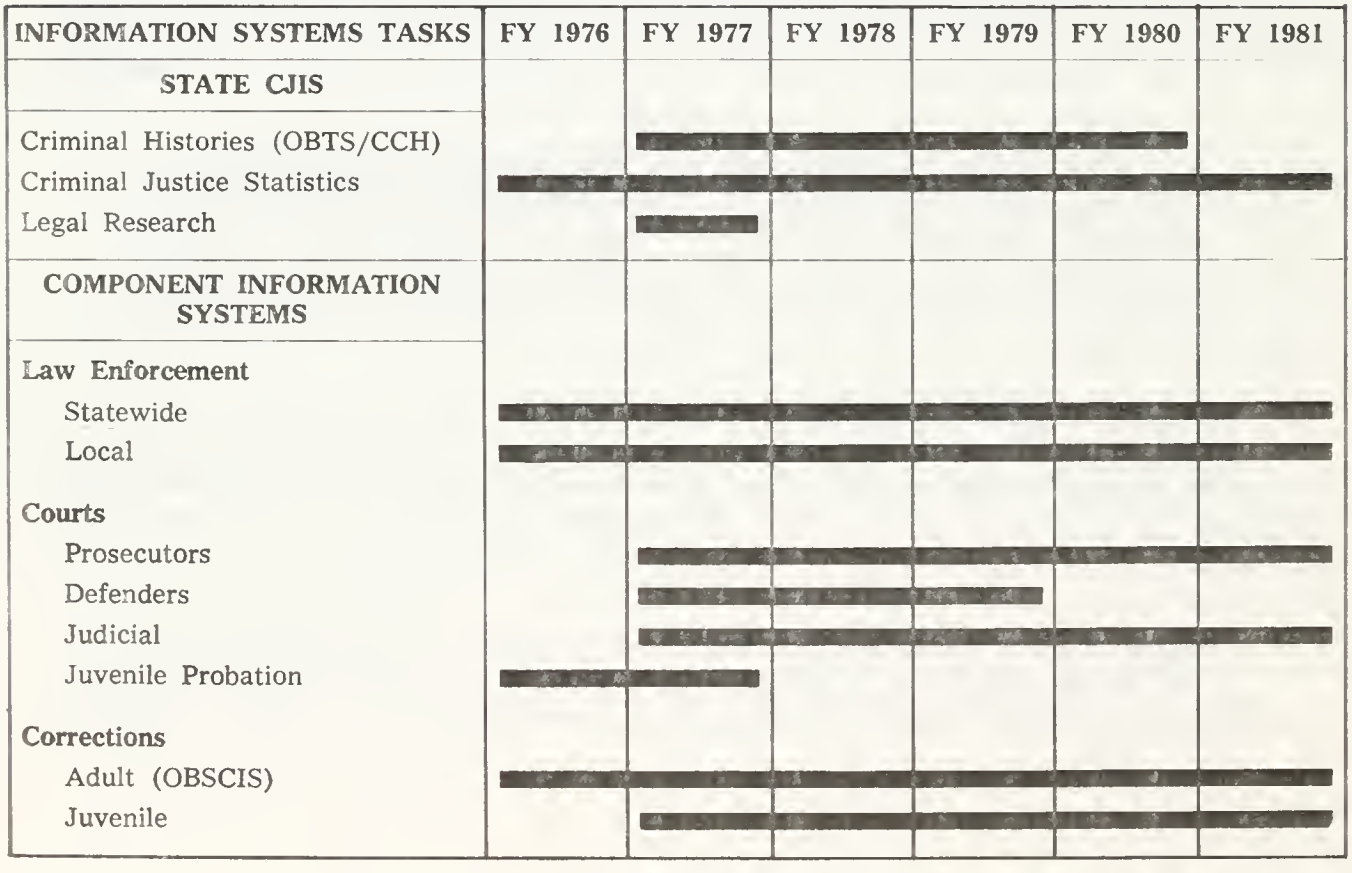

ILLUSTRATION XII

Estimated LEAA Funding

A six-year estimate of LEAA funding for the development and implementation of integrated criminal justice information systems in Montana is shown in Illustration XIII on page 82. The projected funding is based on anticipated LEAA discretionary, planning and action funds available for criminal justice information systems, the previously defined priorities and the six-year development and implementation schedule. This discussion does not include funding of the statistical analysis center or technical assistance.

LEAA funding is projected by fiscal year for state criminal justice information systems and component information systems for the six-year period July 1, 1975 through June 30, 1981. The dollar amounts shown may be an accumulated total of several projects. These amounts do not include the required state and local matching funds. Component information system tasks are listed under law enforcement, courts and corrections subheadings. Each component contains action funds that have not been specifically allocated and are shown as not allocated in the illustration.

The purpose of projecting LEAA assistance for six years is to describe potential funding and distribution. This allows agencies to plan for information systems development, arrange for matching funds and explore alternative funding sources.

PLANNING FUNDS

LEAA planning funds are needed for the overall planning and coordination of integrated criminal justice information systems. The Board of Crime Control spends an estimated $35,000 per year for criminal justice information systems planning. That effort has been projected to continue through 1981.

DISCRETIONARY FUNDS

The six-year funding projections are heavily dependent upon LEAA discretionary programs. Illustration XIV, page 83, lists the discretionary projects that will be included within the estimated six-year LEAA funding. Montana currently has discretionary grants for the development of the Offender Based Transaction Statistics/Computerized Criminal Histories system, the Management and Administrative Statistics System, Montana Criminal Law Information Research Center and Offender Based State Corrections Information System. The state is expected to apply for LEAA discretionary funds for development of Uniform Crime Reports and the State Judicial Information System in the near future. It is not possible to project LEAA discretionary funds beyond 1979 because future programs and funding levels are unknown.

ACTION FUNDS

Action funds which are awarded by the Montana Board of Crime Control are included in the six-year projections. The Board established action program category I-4 to implement criminal justice information systems recommended for funding by this state CJIS plan. This program category was funded at $250,000

ESTIMATED SIX-YEAR LEAA FUNDING

INFORMATION SYSTEMS TASKS	FY 1976	FY 1977	FY 1978	FY 1979	FY 1980	FY 1981
STATE CJIS						
CJIS Planning & Coordination	$ 35,000	$ 35,000	$ 35,000	$ 35,000	$ 35,000	$ 35,000
Criminal Histories (OBTS/CCH)		$ 217,000	$290,000	$220,000	$330,000	
Criminal Justice Statistics	$ 31,000	$ 182,000	$142,000	$100,000		
Legal Research		$ 83,000				
Sub-Totals	$ 66,000	$ 517,000	$467,000	$355,000	$365,000	$ 35,000
COMPONENT INFORMATION SYSTEMS						
Law Enforcement						
Statewide	$100,000	$ 120,000				
Local	$113,400	$ 95,000	$ 10,000	$ 5,000	$ 5,000	$ 5,000
Not Allocated			$ 60,000	$ 60,000	$ 60,000	$ 60,000
Courts						
Prosecutors		$ 57,500				
Defenders						
Judicial		$ 42,500	$200,000	$200,000		
Juvenile Probation	$ 20,000	$ 30,000	$ 7,500	$ 5,000		
Not Allocated			$ 45,000	$ 45,000	$ 45,000	$ 45,000
Corrections						
Adult (OBSCIS)	$147,000	$ 158,000				
Juvenile		$ 22,000				
Not Allocated			$ 45,000	$ 45,000	$ 45,000	$ 45,000
Sub-Totals	$380,400	$ 525,000	$367,500	$360,000	$155,000	$155,000
Total Allocation	$446,400	$1,042,000	$834,500	$715,000	$520,000	$190,000

ILLUSTRATION XIII

PROJECTED LEAA DISCRETIONARY PROGRAMS AND FUNDS

STATE CJIS	COMPONENT INFORMATION SYSTEMS
CRIMINAL HISTORIES	**COURTS**
OBTS/CCH	State Judicial Information System
1977 $217,000	1978 $200,000
1978 $290,000	1979 $200,000
1979 $220,000	
1980 $330,000	
CRIMINAL JUSTICE STATISTICS	**CORRECTIONS**
Management & Administrative Statistics System	Offender Based State Corrections Information System
1976 $ 11,000	1976 $147,000
1977 $ 12,000	1977 $100,000
1978 $ 12,000	
Uniform Crime Reports	
1977 $150,000	
1978 $125,000	
1979 $100,000	
LEGAL RESEARCH	
Montana Criminal Law Information Research Center	
1977 $ 83,000	

ILLUSTRATION XIV

for the first two-year period and an estimated $150,000 per year thereafter. The proposed allocation of the funds in category I-4 is shown in Illustration XV on page 85.

The allocation for the initial $250,000 provided 48 percent of the funds to law enforcement, 20 percent to courts and 32 percent to corrections. In future years, the percentage of allocation is estimated at 40 percent for law enforcement, 30 percent for courts and 30 percent for corrections.

The following criminal justice information systems will be initially funded from program category I-4.

STATEWIDE LAW ENFORCEMENT will receive $70,000 awarded to the Department of Justice for development of an automated, statewide wanted persons and stolen property system. Law enforcement would have access to this information through Montana Law Enforcement Teletypewriter System terminals.

LOCAL LAW ENFORCEMENT will receive $50,000 to develop manual or automated information systems that support the patrol, investigation, detention, crime analysis, resource allocation or management functions of the agency.

THE COURTS will receive $50,000 awarded to the Prosecutors Coordinator at the Department of Justice for planning, coordination and development of manual or automated information systems that support case management; resource allocation; research and statistics; and, management and administration for all prosecutors in Montana.

ADULT CORRECTIONS will receive $58,000 awarded to the Department of Institutions to augment discretionary funds for the continued development of the Offender Based State Corrections Information System (OBSCIS).

JUVENILE CORRECTIONS will receive $22,000 awarded to the Department of Institutions to upgrade the operating efficiency of the Aftercare Information System by expanding its management reporting and statistics capabilities.

An important factor in the allocation of these funds was knowledge of the total funding available for information systems from discretionary, planning and other action programs. For example, the Board of Crime Control will make available the following action funds in fiscal year 1977.

LAW ENFORCEMENT will receive $10,000 from action program category F-4 to establish a crime analysis unit and develop a manual information system in the Great Falls Police Department. Action program category G-1 will provide $35,000 to the Billings Police Department to develop an automated crime analysis, resource allocation and management reporting capability for the City/County Law Enforcement Information System in Yellowstone County. A $50,000 grant under action program category I-3 to the Department of Justice will maintain, upgrade and expand the Montana Law Enforcement Teletypewriter System.

THE COURTS will receive $35,000 from action program category A-10 for the Supreme Court's Office of Court Administration to employ a systems analyst and begin development of a manual information system for the statewide analysis of district court data. Action program I-5 will provide $30,000 to the Board of

MONTANA BOARD OF CRIME CONTROL ACTION FUNDS FOR CJIS FROM CATEGORY I-4

ACTION FUNDS/YEAR	LAW ENFORCEMENT	COURTS	CORRECTIONS
$150,000 FY 1976	$70,000—Department of Justice Wanted Persons & Stolen Property		$80,000—Department of Institutions Adult Corrections ($58,000) Juvenile Corrections ($22,000)
$100,000 FY 1977	$50,000—Local Law Enforcement	$50,000—Department of Justice Prosecutors Information System	
$150,000 FY 1978	$60,000	$45,000	$45,000
$150,000 FY 1979	$60,000	$45,000	$45,000
$150,000 FY 1980	$60,000	$45,000	$45,000
$150,000 FY 1981	$60,000	$45,000	$45,000

ILLUSTRATION XV

Crime Control staff to complete development of an automated, statewide juvenile probation information system. The Supreme Court's Office of Court Administration will receive $7,500 under action program category I-11 to develop a handbook for uniform recordkeeping and reporting of judicial information. That program will provide an additional $7,500 to the Prosecutors Coordinator at the Department of Justice for development of a manual for the collection and reporting of prosecution information.

These programs were included in the estimated six-year LEAA funding described in Illustration XIII on page 82.

The six-year estimate of LEAA funds should be reviewed and updated annually. Additional LEAA funds should be sought as they become available.

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It is apparent LEAA funds will provide only a small part of the actual costs needed for development of criminal justice information systems in Montana. Agencies will have to find other sources of funding, such as state and local appropriations, revenue sharing and contributions from foundations to implement the proposed systems.

Responsibilities

State and local criminal justice agencies must assume important responsibilities if the systems recommended in this plan are to be successfully implemented. These responsibilities include planning and development of integrated information systems and the sharing of information and technical expertise. It is important that responsibilities be clearly defined and understood, particularly the role of state and local agencies in the development and operation of criminal justice information systems.

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The Department of Justice, Supreme Court and Department of Institutions must provide the leadership and direction necessary to develop integrated law enforcement, courts and corrections information systems which share criminal justice information.

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STATE AGENCIES

There are six departments in state government responsible for implementing criminal justice information systems. These are the Departments of Justice, Fish and Game, Livestock, Revenue, Institutions and the Supreme Court. In addition, the Board of Crime Control and the University of Montana Law School have unique responsibilities. A description of the responsibilities of each of these agencies follows.

THE DEPARTMENT OF JUSTICE is responsible for the overall planning and development of statewide law enforcement and prosecutor information systems as well as the development of information and communications systems to serve the entire criminal justice system. Specific information system responsibilities are: operation of the criminal justice telecommunications network; criminal justice computer support; criminal identification; development and operation of state law enforcement, prosecutor and criminal justice information systems; collection, analysis and distribution of law enforcement and prosecution statistics; and, technical assistance in data collection, data processing and telecommunications.

The Montana Law Enforcement Teletypewriter System (MLETS) should be expanded to serve law enforcement, courts and corrections. That network should support agency message switching and online access to national and state information on persons, property and cases. MLETS should be the state's control terminal that interfaces with NCIC and NLETS. Adequate physical facilities and security must be provided for the computer switcher. Policies and procedures must be established to insure the integrity and security of sensitive information. Standards and controls are needed for all telecommunications interfaces to the network. Terminal operator training must be provided for state and local agencies using the network. The department should develop a multi-year telecommunications plan that describes how these responsibilities will be accomplished.

The Department of Justice Data Processing Bureau will be responsible for providing computer support for the development and operation of state-level

criminal justice information systems. Operational support must be provided on a 24-hour, 7 days-per-week basis. The Bureau will provide or arrange support for computer hardware and software, the privacy and security of information and technical assistance.

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The State Identification Bureau will have the major responsibility for the identification of criminals in Montana. This will require statewide information on fingerprints, physical descriptions, criminal histories, modus operandi and arrest warrants. Eventually, the entire identification function should be handled by the State Identification Bureau.

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Centralization of criminal identification at the state level will require rapid response to local agencies. This will be dependent upon automation of the identification function and capability for the transmission of fingerprints and physical descriptions.

The Department will be responsible for development and operation of information systems which support law enforcement, prosecution and the entire criminal justice system. The Data Processing Bureau should develop state law enforcement information systems which provide online access to data on wanted persons, stolen property, stolen vehicles, vehicle registrations and driver licenses. The Prosecutors Coordinator should plan for the development of state and local prosecutor information systems to support case management, resource allocation, research, statistics and management and administration.

The Department will be responsible for the development and operation of the state's OBTS/CCH and UCR programs. Other information systems will be needed to support department activities such as criminal investigation, arson investigation, law enforcement education, crime laboratory analysis, legal research and management and administration.

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The Department of Justice will be responsible for the collection, analysis and distribution of law enforcement and prosecution statistics. This responsibility will evolve from the development of the UCR, OBTS and Prosecutor Information Systems.

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The Department should either establish a law enforcement and prosecution statistical center or arrange for this support from the Board of Crime Control's criminal justice statistical analysis center.

The Department must provide technical assistance to state and local agencies in the areas of data collection, data processing and telecommunications. It will be necessary to monitor and assist agencies in the reporting of arrest warrants, criminal histories, uniform crime reports, prosecutor statistics and identification data to insure completeness and accuracy of the information.

The Data Processing Bureau should help state criminal justice agencies, such as the Supreme Court and Corrections Division arrange for computer and telecommunications support.

The accomplishment of these responsibilities will require some organizational and procedural changes within the department. Arrangements must be made for data collection and statistical analysis required by such systems as OBTS/CCH, UCR and the Prosecutors Information System.

A criminal justice users group should be established to provide recommendations and planning for the operation of centralized services and programs such as the state telecommunications network, State Identification Bureau, OBTS/CCH and UCR. The user group should meet with Department of Justice management on a regular basis.

Finally, the department should develop a comprehensive, multi-year plan that will describe how these criminal justice information system responsibilities will be accomplished.

THE DEPARTMENT OF FISH AND GAME'S LAW ENFORCEMENT DIVISION is responsible for the development and operation of law enforcement information systems that support its authorized activities. Operational and management information on violations, violators and fines is the primary need. The current automated Violator Reporting System provides much of this information. That system should be expanded to provide additional management information such as workload analysis. Statistical information regarding department law enforcement activities should be sent to the state's statistical analysis center.

THE DEPARTMENT OF LIVESTOCK'S BRANDS ENFORCEMENT DIVISION is responsible for the development and operation of law enforcement information systems to support brands enforcement and livestock investigation. Operational and management information on lost or stolen livestock, the transfer of livestock, the identification of brands and persons or vehicles involved in livestock theft is required.

The division should establish a telecommunications interface to MLETS for online access to information on wanted persons, stolen property, stolen vehicles, criminal histories, vehicle registrations and driver licenses to support investigation of lost or stolen livestock. Statistical information on the theft of livestock should be sent to the statistical analysis center.

THE DEPARTMENT OF REVENUE'S INVESTIGATION BUREAU is responsible for the development and operation of law enforcement information systems to support the investigation of welfare fraud, tax fraud and liquor violations. The primary need is for operational and management information to support fraud investigation.

Much of the required operational information such as income tax, welfare and residency data comes from external sources. The current telecommunications interface to MLETS should be continued to provide investigators with information on wanted persons, stolen property and criminal histories. Statistical information regarding welfare and tax fraud should be sent to the statistical analysis center.

THE SUPREME COURT is responsible for the overall planning and development of state and local judicial information systems in Montana. It is also responsible for the collection, analysis and distribution of uniform judicial statistics. Judicial information system activities should include planning and coordination; development and operation of information systems; collection, analysis and distribution of statistics; and, technical assistance and training.

These activities will lead to the development of uniform operating procedures, information systems and statistics in the courts. They will require employment of a judicial information systems analyst and statistician in the Office of Courts Administration.

The Courts Administrator should develop a multi-year plan for the development and implementation of integrated judicial information systems in Montana. The plan should describe methods to make civil and criminal information available for operational and management decisionmaking by the Supreme Court, District Courts and lower courts. This includes information to support judicial statistics, juvenile probation, caseflow management, resource analysis and cost analysis. The plan should address goals and objectives, costs and benefits, priorities and schedules, manual and automated systems, centralization and decentralization, privacy and security and interfaces to other criminal justice information systems. In particular, the plan should indicate how information on cases and defendants will be shared among the prosecution, defense and judiciary. The plan should provide guidance for the development and coordination of judicial information systems. The judicial information systems analyst should develop manual and automated information systems according to the plan.

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The Supreme Court will be responsible for the operation of state-level judicial information systems and the monitoring of local systems.

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The Supreme Court also is responsible for the collection, analysis and distribution of judicial statistics. This will require a uniform case reporting system. Offender dispositions will be needed from trial and appellate courts for inclusion in the OBTS/CCH data base. The judicial statistician should have access to the OBTS data base for statistical analysis and research. Judicial statistical information should be made available to the state's criminal justice statistical analysis center.

The Supreme Court should provide technical assistance and training to the district and lower courts in the areas of data collection, data processing and telecommunications. The statistician should assist courts in maintaining quality control in the reporting of information on the proceedings, activities, finances and resources of courts. The judicial information systems analyst should arrange for telecommunications and computer support with the Department of Justice Data Processing Bureau. Such support should include district and lower court terminal interfaces to the state's criminal justice telecommunications network for online access to information on persons, property and cases.

THE DEPARTMENT OF INSTITUTIONS is responsible for the overall planning, coordination, development and operation of corrections information systems in Montana and for the collection, processing and distribution of uniform corrections statistics. Specific responsibilities are: planning and coordination; development and operation of information systems; collection, analysis and distribution of statistics; and, technical assistance and training.

The Department's Office of Data and Information Systems should prepare a multi-year plan for the development and implementation of integrated corrections information systems in Montana. The plan should describe the need for adult and juvenile information to support operational and management decisionmaking in the corrections system. This includes information about offenders, programs, resources and costs related to admission, assessment, treatment and assignment, institutions, probation and parole, population movement, legal status and research. The plan should include goals and objectives, costs and benefits, priorities and schedules, manual and automated systems, privacy and security safeguards and interfaces to other criminal justice information systems. Particular emphasis should be put on procedures that enable the sharing of information with the other components of the criminal justice system. Corrections information systems should be coordinated, developed and operated according to the guidelines and concepts established in the plan.

The Department of Institutions is responsible for the collection, analysis and distribution of statistics regarding all correctional activities in Montana. Information on offenders, programs, resources and costs will be obtained from adult and juvenile corrections information systems. Adult offender status and disposition information from institutions, probation and parole will be needed by the OBTS/CCH system. Corrections will contribute and request information from the OBTS/CCH data base, including statistical data for analysis and research. Corrections statistical information should be made available to the state's criminal justice statistical analysis center.

The Office of Data and Information Systems should provide technical assistance and training to correctional agencies in the areas of data collection, data processing and telecommunications. Accurate and complete reporting of corrections data will require an emphasis on quality control. The Office of Data and Information Systems should arrange for corrections telecommunications and computer support from the Department of Justice Data Processing Bureau. This includes corrections terminal interfaces to the state's criminal justice telecommunications network for online access to information on persons, property and cases.

THE BOARD OF CRIME CONTROL (BCC) is responsible for the overall planning, coordination and technical assistance necessary to develop integrated criminal justice information systems. This is in addition to the usual role of distributing LEAA funds for projects that reduce crime. Specific responsibilities are: assistance in obtaining LEAA funds; planning and coordination of development; establishment of technical and management standards; technical assistance and training; preparation of draft legislation; operation of the state's statistical analysis center; and, recommendation of the state SEARCH representative.

The BCC staff will assist state and local agencies in obtaining LEAA funds for information systems projects. This assistance will be available upon request and includes review of subgrant applications, multi-year information systems plans, privacy and security procedures and conceptual designs of criminal justice information systems. The staff will review grant applications and make recommendations to the CJIS Advisory Committee and the Board of Crime Control on the funding of information system projects.

The BCC will be responsible for criminal justice information systems research, long range planning and the coordination of state and local information systems development. The planning responsibility includes the preparation and annual update of this state CJIS plan. The CJIS Advisory Committee will advise, assist and review the contents of the plan. Since these responsibilities extend beyond LEAA funded projects, legislative or executive authority will be needed.

The BCC should provide leadership in establishing statewide standards for the technical development and management control of criminal justice information systems. Uniform standards would help insure the development of quality information systems capable of sharing information. This activity will require frequent onsite visits to agencies that are developing information systems.

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The Board of Crime Control should be the focal point for criminal justice information systems technical assistance and training.

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It should provide or arrange for technical assistance and training in statistical analysis, information systems planning, the use of advanced technology and privacy and security. The BCC should encourage the sharing of technical expertise among state and local agencies. It should arrange for technical assistance from LEAA or other sources as required.

The BCC should draft state legislation to support criminal justice information systems. The current need is for privacy and security and mandatory reporting legislation. Other legislation is needed for statewide criminal justice information systems planning and coordination. The CJIS Advisory Committee will advise, assist and review these legislative efforts.

The BCC will operate the state's statistical analysis center, which is responsible for objective analysis of criminal justice data for planning, research and evaluation. The center will obtain and analyze law enforcement, courts and corrections data to determine the overall costs and benefits of the criminal justice system. This will require access to OBTS, UCR and other statistical data. The statistical analysis center will be responsible for the development and operation of the state's Management and Administrative Statistics System. The center should be the focal point for the analysis and distribution of criminal justice statistics to national, state and local agencies.

The BCC should recommend to the Governor appointment of the state SEARCH representative. The appointed representative must keep people informed of SEARCH activities, attend SEARCH meetings and distribute technical information to state and local agencies. The SEARCH representative also should make periodic reports to the CJIS Advisory Committee.

THE UNIVERSITY OF MONTANA maintains the state's only law school and most extensive law library. Law students have performed legal research for members of the bar; served as summer interns to judges, prosecutors and defenders; and, provided legal counsel to prison inmates. The law school will be responsible for the operation of a legal information center.

The Montana Criminal Law Information Research Center has been established at the law school to provide legal research assistance to judges, prosecutors, defenders, command law enforcement and corrections personnel in Montana. Research requests are phoned or mailed to the center where law students, under professional supervision, conduct research and prepare memoranda.

The center distributes research material, such as law review articles, upon request. Researchers will use the university law library and available automated legal research. A management information system will analyze requests for service, satisfaction of response, allocation of resources and cost.

LOCAL AGENCIES

As the structure and organization of the Montana criminal justice system provides state control of courts and corrections, this plan contains responsibilities for only two types of local criminal justice agencies: (1) police departments and sheriffs' offices and (2) city and county prosecutors. The Supreme Court has supervisory authority over district and lower courts and the Department of Institutions is responsible for most correctional functions, except city and county jails which are under the control of local law enforcement.

POLICE DEPARTMENTS AND SHERIFFS' OFFICES are responsible for implementation of law enforcement information systems which meet local requirements for operational and management information. Local law enforcement information systems support the patrol, investigation, detention and management functions of an agency. The primary emphasis is on reporting and records, crime analysis, resource allocation and management information. Joint information systems should be considered when law enforcement agencies in the same locality require operational information.

Local law enforcement is responsible for: planning, development and operation of information systems; sharing of information with state and other local agencies; and, establishing an interface to the state law enforcement telecommunications network.

Local agencies should obtain the services of a law enforcement information systems analyst before developing a computerized system. The information systems analyst should prepare a multi-year plan for the development and operation of manual and automated systems. The plan should document goals and objectives,

costs and benefits, priorities and schedules, manual and automated requirements, privacy and security safeguards and interfaces to other criminal justice information systems at the state or local level. Local law enforcement information systems should be developed and implemented according to these comprehensive multi-year plans.

Local law enforcement information systems must exchange information with state and other local criminal justice information systems. Agencies will enter local data into and retrieve data from state systems on wanted persons, stolen property and criminal histories. All police departments and sheriffs' offices must send Uniform Crime Reports to the state collection center. The state will compile the data and send statistical reports to the contributing agencies. Local law enforcement will exchange information on cases and offenders with prosecutors and courts on an ongoing basis.

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All police departments and sheriffs' offices should establish an interface to the state's law enforcement telecommunications network for online access to information on wanted persons, stolen property, stolen vehicles, criminal histories, vehicle registrations and driver licenses.

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Most agencies should have direct terminal access to this information. Other, smaller agencies should have telephone or radio access to the nearest law enforcement terminal on the network.

CITY AND COUNTY PROSECUTORS are responsible for the planning, development and operation of local prosecution information systems which support operational and management decisionmaking. Local prosecutor information systems should support case management, resource allocation, research and statistics, and management and administration. City and county prosecutors are responsible for planning, development and operation of local information systems; sharing of information; and, establishing an interface to the state criminal justice telecommunications network. Local prosecutors should obtain the services of a systems analyst with knowledge of the courts before developing a computerized information system. The systems analyst should prepare a multi-year master plan for the development and operation of manual and automated systems. The plan should contain goals and objectives, costs and benefits, priorities and schedules, manual and automated requirements, privacy and security safeguards and interfaces to other criminal justice information systems at the state or local level.

The plan should be reviewed by the Prosecutors Coordinator at the Department of Justice to insure statewide compatibility and the capability of producing uniform statistics. Local prosecutor information systems should be developed and implemented according to the master plan.

Local prosecutor information systems must be capable of sharing information with state and other local criminal justice information systems. Prosecutors will regularly exchange information with the Department of Justice, district and lower courts and local law enforcement. Prosecutors will contribute transaction

data to and receive criminal history data from the OBTS/CCH system. All prosecutors will send statistical data on cases, resources and costs to the Department of Justice. They will receive arrest information from law enforcement and calendaring information from the courts.

The larger prosecutor offices will need a terminal connected to the state criminal justice telecommunications network for online access to information on persons, property and cases. The terminal also will be used to report criminal history dispositions and statistics to the Department of Justice.

IMPEDIMENTS

Montana must overcome four major impediments to successfully develop and implement the proposed criminal justice information systems. These are lack of unified direction, technical expertise, financial support and the cost of privacy and security safeguards. Each of these impediments presents a unique problem that must be overcome if the criminal justice system is to have adequate information for operational and management decisionmaking.

UNIFIED DIRECTION

There has been a lack of a unified direction in the development of criminal justice information systems in Montana. This is caused by poor communication that results from long distances between population centers and the general tendency toward independence which prevails in the state. The current criminal justice information systems are individual agency efforts that appear in many cases to be headed in different directions.

Currently there is no overall agreement as to how criminal justice information systems should be developed in the state. Suggested approaches range from state centralized systems to local or regional decentralized systems located in major population centers.

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The development of state criminal justice information systems has been handicapped by a lack of aggressive leadership at the state level. The burden and initiative have been at the local level where the only alternative is to develop local or regional criminal justice information systems. Local systems are not compatible and duplicate future state systems.

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State and local roles must be clearly defined and understood to avoid chaos and assure integrated systems development.

Acceptance of this plan which recommends the overall direction of the state and the roles of state and local agencies in the development and operation of criminal justice information systems is a solution to the problem. Unified direction will not be achieved until this plan is accepted and endorsed by state and local criminal justice agencies and the executive, judicial and legislative branches of state government. The support of the Governor, Legislative Finance and Judiciary Committees, Attorney General, Chief Justice of the Supreme Court, Director of the Department of Institutions and the Board of Crime Control is essential. This plan must become a working document to guide development of criminal justice information systems in Montana.

TECHNICAL EXPERTISE

Montana has a serious deficiency of technical expertise necessary for the development and implementation of criminal justice information systems. Technical

knowledge and experience is required for project management, systems analysis and design, computer programming and optimum use of microforms and telecommunications. Both technical information systems expertise and a working knowledge of the criminal justice system are needed but this is a difficult combination to find. Administrators need to improve procedures for the recruitment, management and evaluation of technical personnel.

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The lack of technical expertise will affect the quality and quantity of criminal justice information systems developed over the next five years. This may result in delays in implementation, cost overruns or, in the worst case, projects that are abandoned as failures.

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Technical expertise is in great demand. Currently, Montana is unable to recruit the type of staff needed. Salaries, fringe benefits and recruiting expenses are well below the national average which limits the ability of managers to recruit and retain qualified personnel. Although agencies can hire consultants for technical assistance, this is usually cost effective only for a short term. Permanent technical employees are needed.

There are a number of partial solutions to this deficiency. Administrators must find ways to become more competitive in recruiting experienced technical personnel. Inexperienced technicians with the potential to learn will have to be recruited and trained by on-the-job experience, interaction with out-of-state criminal justice technicians and the attending of technical classes. Although technical classes are necessary, they are expensive and are usually held in the nation's large cities. Training takes time, is expensive and persons trained may not be retained.

Consultants will be needed to perform specific tasks and fill the void in technical expertise. Technical assistance will be needed from federal agencies and other states.

FINANCIAL SUPPORT

It appears there will always be a lack of financial support for the development of criminal justice information systems in Montana. The lack of knowledge of benefits, limited funding sources and the inherent high cost of developing automated information systems indicate the state's information systems needs will continually exceed available funds.

Despite rapidly increasing crime rates, the reduction of crime is not a high priority in Montana. The fear of crime that exists in larger cities is not present in Montana, where the impact of the increasing crime rise is dampened by its dispersal over a large geographic area.

As there is limited public concern about crime, state and local governments are reluctant to provide more than the minimum operating costs of criminal justice agencies. Law enforcement, courts and corrections spend available funds on facilities, manpower and equipment leaving very little funding for information systems. Many criminal justice managers are unaware of the value of information systems and do not seek adequate funding for this capability.

The state's ability to support government services is severely restricted by its limited tax base. Montana has a small population, a large geographic area and little industry. The result is a great demand for government services over a wide area supported by little tax revenue. Limited funding and the low priority of crime reduction has left the criminal justice system badly under financed. This leaves the Montana criminal justice system heavily dependent upon LEAA funding for the development of information systems.

The solution is for managers to seek greater support for the development of information systems from state and local government officials and the public who will have to be better informed of criminal justice information needs. If a few systems are successfully implemented, their value in operational and management decisionmaking will become more apparent.

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This plan and the Montana Justice Project study on standards and goals for criminal justice information systems provide the best means of informing the public and government about the information needs of the criminal justice system.

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Each of these efforts represents two years of research, study and discussion by select committees from within the state. Since these efforts are in basic agreement, the current need is for implementation rather than more studies. Implementation depends on criminal justice information systems receiving a higher funding priority from state and local government.

PRIVACY AND SECURITY SAFEGUARDS

Montana's criminal justice system, like other states, is deficient in formal privacy and security safeguards. Federal privacy and security legislation applying to all manual and automated criminal justice information systems is expected in 1977. Although the content of this legislation is not known, it could have substantial impact on criminal justice agencies in the state. Requirements for access, storage and dissemination of information; purging and expungement of data; citizen challenge; audit trails; physical security; and, employee security will probably be established as well as provisions for civil and criminal penalties for noncompliance.

Montana has not passed privacy and security legislation relating to criminal justice information. Proposed privacy and security bills were killed during the 1974 and 1975 state legislative sessions. The Board of Crime Control's CJIS Advisory Committee has drafted state privacy and security legislation for criminal justice information which will be introduced in the 1977 state legislative session.

Federal and state legislation will place new responsibilities on criminal justice agencies. Laws will have to be analyzed and interpreted to establish new privacy and security procedures in the agency. Current employees will have to be trained in the new procedures and new personnel will have to be more thoroughly screened before employment. Existing records will require purging,

expungement and reorganization and ongoing records will have to be maintained according to law. Adequate physical security must be assured.

Operational computerized information systems will have to be modified to meet new requirements. Most criminal justice agencies will require additional funding to bring existing systems up to new specifications and to operate under the requirements. Additional manpower may be needed to perform management, technical and clerical functions.

This problem can be resolved if government officials realize there is a need to fund the additional cost of implementing privacy and security legislation. Most criminal justice agencies will be unable to absorb these costs within current budgets at a time when they are upgrading their information capabilities.

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Criminal justice agencies should request government appropriations for the implementation of privacy and security procedures.

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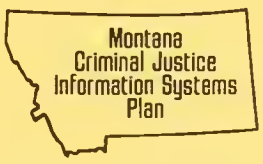
If needed additional funding is not obtained, agencies may be forced to postpone development of new criminal justice information systems or reduce the scope of current systems. These alternatives are unacceptable because of the increasing incidence of crime.

Criminal justice information systems must be designed and operated in a manner which insures the protection of individual privacy. It is important that criminal justice privacy and security legislation be resolved at the earliest date. This would enable criminal justice agencies to build privacy and security safeguards into new systems at less cost than modifying existing systems.

VI

Standards and Controls



Standards and controls necessary for the development of uniform and compatible systems and the management of agency data processing operations are recommended. Policies, conditions and grant requirements governing the allocation of LEAA funds for information system projects are presented.

Technical Standards

This section contains seven technical standards for insuring uniform development and operation of manual and automated criminal justice information systems in Montana. The standards should be adopted prior to system design and continued throughout the life of the system. The standards are listed in Illustration XVI on page 102.

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Standards will increase the usefulness and longevity of criminal justice information systems by allowing easier modification and transfer of systems.

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A description of each standard follows:

STANDARD 1. CRIMINAL JUSTICE AGENCIES MUST HAVE A SYSTEM DEVELOPMENT PLAN.

The development of quality criminal justice information systems requires a system development plan. The objectives, performance requirements, capabilities, limitations and costs of the information system must be firmly established in the plan. Management and the systems design staff must participate in the planning process.

STANDARD 2. CRIMINAL JUSTICE INFORMATION SYSTEMS MUST USE STANDARD TERMINOLOGY AND DEFINITIONS.

The ability to interface with other criminal justice information systems requires the use of standard terminology and definitions. The use of common terminology to describe offenders as they pass through the criminal justice system is essential to the exchange of criminal justice information. This includes information on the identity, offense categories and dispositions of offenders.

Use of the standard data elements and formats defined by the National Crime Information Center (NCIC) and SEARCH is recommended. These definitions were developed through a combined effort of criminal justice agencies working to achieve standard terms and formats. The use of standard terminology facilitates the exchange of information among federal, state and local criminal justice agencies.

STANDARD 3. CRIMINAL JUSTICE AGENCIES MUST CONSIDER CURRENT AND FUTURE INTERFACES TO OTHER CRIMINAL JUSTICE INFORMATION SYSTEMS.

During the design phase, criminal justice agencies must consider both current and future interfaces to criminal justice information systems at national, state and local levels. The ability to properly interface with other information systems is essential to the development of an effective, integrated network of criminal justice information systems. Most development efforts focus on current, local needs without considering the requirements and capabilities of other agencies. However, development of integrated information systems requires consideration of the entire criminal justice system and the

TECHNICAL STANDARDS FOR DEVELOPMENT AND OPERATION OF CRIMINAL JUSTICE INFORMATION SYSTEMS

TECHNICAL STANDARDS

1. Criminal justice agencies must have a system development plan.
2. Criminal justice information systems must use standard terminology and definitions.
3. Criminal justice agencies must consider current and future interfaces to other criminal justice information systems.
4. Criminal justice agencies are responsible for the evaluation and selection of computer programming languages.
5. Criminal justice information systems must be adequately documented.
6. Criminal justice information systems must contain system audit and, if computerized, restart procedures.
7. Backup computer software and data files must be maintained at a separate location.

ILLUSTRATION XVI

interfaces and interrelationships among agencies and systems. An automated interface between information systems requires compatible communications equipment. Close cooperation in development is required, if an effective, statewide information capability is to be realized.

STANDARD 4. CRIMINAL JUSTICE AGENCIES ARE RESPONSIBLE FOR THE EVALUATION AND SELECTION OF COMPUTER PROGRAMMING LANGUAGES.

Criminal justice agencies developing computerized information systems should insure specific programming language requirements are established in the design phase. Every effort should be made to select a programming language which allows transfer of applications to other criminal justice agencies in the state. The choice of a programming language should be based on the application to be programmed, the capabilities of the programmers and the available computer and operational environment. A particular programming language should be selected for ease of programming, compiler efficiency and ease of debugging, operation and program maintenance.

LEAA recommends that whenever possible, all application programs be written in COBOL.[22] Programs written in COBOL tend to be self documenting, independent of particular computers and easily transferable. The selection of a programming language other than COBOL should be justified by an agency's evaluation.

STANDARD 5. CRIMINAL JUSTICE INFORMATION SYSTEMS MUST BE ADEQUATELY DOCUMENTED.

The usefulness and longevity of criminal justice information systems can be significantly increased by complete and current documentation. Well documented information systems are more easily modified, maintained and transferred to another agency. Adequate documentation eases modifications needed for new procedures and equipment. It is cost effective for an agency to fully document both its manual and automated systems.

Documentation should include, but not be limited to, system descriptions, the hardware configuration, program descriptions and operating procedures.

The system description indicates the functions and capabilities of the information system. It should include a flow diagram describing what the system will do. The system description should contain general information on the inputs, storage capabilities, processing capabilities, outputs and system interfaces.

Hardware configuration documentation describes the computer, microform and other equipment required to operate the information system. The hardware should be described in considerable detail.

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[22]Law Enforcement Assistance Administration, *Comprehensive Data Systems Program Guideline Manual, M6640.1* (Washington D.C.: U.S. Government Printing Office, 1976) pp. 13-14.

A program description provides detailed information about the modules which make up the system. It includes flow diagrams, input formats, file descriptions, record formats, data elements and definitions, indexing and retrieval methods, report formats and special techniques. For computerized information systems, all program listings must be included in the program descriptions.

The operating procedures provide detailed descriptions of actions to be performed by information system equipment, operators or users. Such information is usually contained in an operator's or user's manual. Operating procedures provide information and instructions for data collection, data entry, updating and deleting records, purging data, generating reports and privacy and security safeguards. For computerized information systems, the procedures also include information and instructions for system start-up and termination, system control messages and system restart procedures.

LEAA recommends the use of documentation standards established by the National Bureau of Standards for automated information systems that may be transferred to another agency.[23]

STANDARD 6. CRIMINAL JUSTICE INFORMATION SYSTEMS MUST CONTAIN SYSTEM AUDIT AND, IF COMPUTERIZED, RESTART PROCEDURES.

Criminal justice information systems which contain personal information must have system audit procedures. This includes procedures to record each addition, deletion, modification, retrieval and dissemination of a criminal record from the file or data base. The record of each transaction, including the date, time and person initiating the transaction must be kept for at least one year. For automated online information systems, the audit trail also will include identification of the terminal, the operator and the text of the message.

Automated criminal justice information systems containing personal information must have restart procedures for system aborts. A restart procedure indicates the time period of system failure, transactions that were not recovered and the action required by an agency to recover lost records. If the information system has an online update capability, automated or semi-automated procedures should be available to recover lost records within five minutes.

STANDARD 7. BACKUP COMPUTER SOFTWARE AND DATA FILES MUST BE MAINTAINED AT A SEPARATE LOCATION.

Procedures must be established and documented to periodically transfer backup or duplicate copies of computer software and data files to secure locations away from the primary location. This action is necessary to protect the information from possible destruction. A good secondary storage location is a vault in another building.

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[23]The National Bureau of Standards publication, *Guidelines For Documentation of Computer Programs and Automated Data Systems*, is available from the U.S. Government Printing Office.

Management Controls

Criminal justice administrators must establish effective management control over the development and operation of criminal justice information systems. ******

The development and operation of criminal justice information systems present unique management problems concerning technical support, the need for fast response to information requests and the protection of sensitive information. Recommended management controls are listed in Illustration XVII, page 106. These controls apply to both automated and manual systems.

A description of each of the management controls follows:

CONTROL 1. CRIMINAL JUSTICE AGENCIES MUST SCREEN AND CLEAR DATA PROCESSING PERSONNEL HIRED OR CONTRACTED FOR THE DEVELOPMENT AND OPERATION OF INFORMATION SYSTEMS.

Data processing personnel who design, develop, test, maintain or operate criminal justice information systems must be screened and cleared prior to their having access to sensitive information. Criminal justice managers must do everything possible to insure sensitive information is protected from unauthorized disclosure.

Professional data processing personnel contracted from a government agency or private consulting firm are subject to the same personnel clearance procedures as permanent employees. These procedures which include a records check of NCIC, the State Identification Bureau and local law enforcement agencies are necessary to minimize the threat of unauthorized access, destruction, modification or dissemination of information.

CONTROL 2. THE SECURITY OF THE DATA PROCESSING OPERATION MUST BE MAINTAINED.

Security procedures must be defined and documented. Although no information system is completely safe from unauthorized access, dissemination or alteration of information, reasonable security can be attained through a combination of technical, physical and personnel procedures as described below.

DATA STORAGE is protected by system security insuring only the proper criminal justice agency can access a data repository and only the authorized user within that agency can obtain information. Expunged information must be permanently removed from all storage. Duplicate copies of the data should be stored at another facility for backup.

DATA ENTRY SECURITY controls data entered, modified or deleted from the information system. An agency should establish procedures which provide for the destruction of documents after the data is entered into the system.

FILE PROTECTION SECURITY must record all attempts to violate security capabilities. Transactions which alter records should be periodically reviewed.

MANAGEMENT CONTROLS FOR DEVELOPMENT AND OPERATION OF CRIMINAL JUSTICE INFORMATION SYSTEMS

MANAGEMENT CONTROLS

1. Criminal justice agencies must screen and clear data processing personnel hired or contracted for the development and operation of information systems.
2. The security of the data processing operation must be maintained.
3. Criminal justice agencies must establish procedures to insure the confidentiality of personal information.
4. Criminal justice agencies must periodically audit their data processing operation.
5. Criminal justice agencies must have a qualified employee responsible for the data processing operation.
6. Criminal justice agencies should establish training programs for all personnel using information systems.
7. Criminal justice agencies must be represented on user committees at shared data processing centers.

ILLUSTRATION XVII

PHYSICAL SECURITY of the data repository requires protection against fires, floods, earthquakes or other natural disasters. Procedures should be established for protection against intentional damage. Physical access to the data must be controlled and a log for removal of all original documents maintained.

CONTROL 3. CRIMINAL JUSTICE AGENCIES MUST ESTABLISH PROCEDURES TO INSURE THE CONFIDENTIALITY OF PERSONAL INFORMATION.

Agencies which implement systems containing identifiable, personal information must establish procedures to protect individual privacy. All criminal justice agencies should recognize the public concern for the proper handling of sensitive information. Many people fear information systems will be used to create personal dossiers that will threaten the privacy of individuals. Although the legal situation regarding personal privacy is unclear, pending legislation is expected to define individual rights such as the right of an individual to know and challenge the contents of his records.

The four general principles of privacy protection are functional restrictions, limited transfer of information, deletion of irrelevant information and consideration of individual rights.

Criminal justice agencies should collect only information necessary for the performance of official duties. Information should be checked for accuracy and completeness before it is entered into an information system. Verification and audit procedures should be established to insure the data is regularly and accurately updated. An agency should limit access to those who have a clear and authorized need for the information.

Inaccurate, incomplete, unverified or unreliable data should be periodically removed from the system. Criminal justice agencies should establish purging, archival and expungement procedures. As information becomes more unreliable with age and retrieval becomes slower with volume, it is efficient for an agency to have procedures for moving records from active to inactive files and for destroying unreliable data.

Individuals should have the right to know the purpose and content of records collected about them. They should have the right to submit evidence to correct and complete their records. Criminal justice agencies have an obligation to establish and publish management controls for the review of individual records and the correction of inaccuracies.

CONTROL 4. CRIMINAL JUSTICE AGENCIES MUST PERIODICALLY AUDIT THEIR DATA PROCESSING OPERATION.

Criminal justice agencies must audit their internal and external data processing operations. The external audit by an agency using an outside, centralized information system, should be performed by a users committee. The audit should carefully examine the service provided and adherence to privacy and security procedures. The results of audits should be reviewed by the users committee and appropriate action taken to correct deficiencies.

Internal audits examine in-house operating procedures including data entry, data preparation, contents of the data repository, storage of reports and privacy and security procedures. These audits should determine if data is properly recorded, files are regularly and accurately updated, data entry is controlled and access to information is based on a valid need to know policy. Both the audit procedures and the results should be documented.

CONTROL 5. CRIMINAL JUSTICE AGENCIES MUST HAVE A QUALIFIED EMPLOYEE RESPONSIBLE FOR THE DATA PROCESSING OPERATION.

Criminal justice agencies maintaining information systems must assign a responsible staff person to manage and coordinate the data processing operation. The employee should have a systems analysis background. If that person does not have the required skills, the agency must provide necessary formal technical training. The agency's data processing coordinator should be responsible for the coordination and liaison necessary for external data processing. Duties for internal systems would include management and coordination of activities involving system analysis and design, development, testing, training, maintenance, documentation, data collection, audit and privacy and security. These activities may require a full-time systems analyst in larger agencies.

CONTROL 6. CRIMINAL JUSTICE AGENCIES SHOULD ESTABLISH TRAINING PROGRAMS FOR ALL PERSONNEL USING INFORMATION SYSTEMS.

Criminal justice agencies should establish an in-house training program for the proper use and control of their information systems. The training should emphasize system capabilities, operating procedures, data entry, data preparation and privacy and security. The training should improve and increase the usage of information systems by encouraging employees to understand and participate in the system.

CONTROL 7. CRIMINAL JUSTICE AGENCIES MUST BE REPRESENTED ON USER COMMITTEES AT SHARED DATA PROCESSING CENTERS.

In Montana, cost factors may require the operation of criminal justice information systems at shared data processing centers. This may be a consolidated city/county records center serving several agencies or a shared computer center which supports the concurrent processing of criminal justice and non-criminal justice applications. While this approach is usually cost effective, it may result in management control problems regarding service, priorities and privacy and security safeguards.

Such problems may be resolved by a committee of representatives from user agencies which periodically meets with the data processing center manager. The user committee should help establish and review general policy for the overall operation of the center. This includes service, priorities, schedules, turnaround time on requests for information, equipment acquisition, manpower allocation, privacy and security safeguards and long-range planning. The committee should have the opportunity to discuss ideas, needs and problems with the management of the shared data processing center. The result would be better management control over development and operation of criminal justice information systems at shared facilities.

LEAA Grant Applications

General policies, conditions and technical requirements have been established for the allocation of LEAA funds for the development and implementation of automated and manual criminal justice information systems in Montana. These guidelines apply only to LEAA action and discretionary funds available through the Montana Board of Crime Control. The Board and the Criminal Justice Information Systems Advisory Committee will use these policies, conditions and requirements in reviewing all information system grant applications.

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Criminal justice agencies should justify their information system proposals by showing direct savings or increased operating efficiency.

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The major goal of any LEAA grant application, the reduction of crime, is difficult to measure within an information system project. However, information system proposals will be funded according to how well they relate to the scope and direction of this State CJIS Plan as well as their probable crime reducing value.

A general description of the type of information system activities which will receive LEAA action or discretionary allocations from the Board of Crime Control is listed in Illustration XVIII on page 110. The illustration also shows activities which will not receive LEAA allocations.

FUNDABLE ACTIVITIES

PLANNING is crucial to the successful development of quality information systems. Any agency interested in developing automated criminal justice information systems should have a comprehensive long-range master plan indicating the scope and direction of its effort. The Montana Department of Justice, Supreme Court and Department of Institutions may receive LEAA funds to write component information system multi-year master plans for law enforcement, courts and corrections. Other state and local agencies contemplating the use of automation may receive LEAA funds to write agency multi-year master plans. The master plan should be a long-range projection which contains the agency's current status, goals and objectives, overall conceptual design, proposed interfaces to other systems, priorities and schedules. Time and cost estimates, anticipated sources of funding, manpower and equipment needs, automated data processing support, privacy and security procedures and anticipated problems also should be discussed. The component and agency long-range plans must concur with this State CJIS Plan.

After January 1, 1977, all grant applications requesting LEAA funds for automated criminal justice information systems will require an up-to-date, long-range master plan. As a master plan will be a condition for LEAA funding, assistance may be provided for the preparation of the initial information systems plan. However, grants requesting LEAA funds for planning may not include other information system activities such as development or implementation. The agency will be responsible for the cost of annually updating its master plan.

BOARD OF CRIME CONTROL FUNDING POLICIES FOR CRIMINAL JUSTICE INFORMATION SYSTEMS

FUNDS WILL BE ALLOCATED FOR:

1. Criminal Justice Information Systems Planning
   - Criminal Justice Component Long-Range Plans
   - Agency Long-Range Plans

2. Development of Criminal Justice Information Systems
   - Analysis
   - Design
   - Documentation
   - Computer Software
   - Component Testing

3. Implementation of Criminal Justice Information Systems
   - System Testing
   - Training
   - Data Collection
   - Initial Operating Costs

4. Criminal Justice Information Systems Hardware
   - Communication Terminals, Modems, Lines
   - Computer Hardware
   - Microform Equipment
   - Manual Filing Equipment

FUNDS WILL NOT BE ALLOCATED FOR:

1. Feasibility Studies
2. Operational Criminal Justice Information Systems
3. Duplicate Criminal Justice Information Systems
4. Physical Facilities or Construction

ILLUSTRATION XVIII

DEVELOPMENT of information systems requires an analysis of the problem and design of a solution. The following specific activities for the development of automated or manual criminal justice information systems may receive LEAA funding: analysis, design, documentation, computer software and component testing.

The analysis phase determines what the information system will do and the design phase determines how it will be done. The design effort should consider the possible transfer of the application to another agency. Documentation is an important part of system maintenance and transfer. The development of computer software may include programming, the acquisition of generalized support software or the transfer of an automated application. Component testing is an initial testing of the system modules.

IMPLEMENTATION of information systems requires the completion of tasks to move a system from developmental to operational status. The following specific activities for the implementation of manual or automated systems may receive LEAA funding: system testing, training, data collection and initial operating costs.

System testing is the final testing of all modules of the information system before it becomes operational. Training includes instruction in the proper use and control of the information system. The training should emphasize system capabilities; operational procedures; equipment operation including terminal, computer or microform equipment; data preparation; and, privacy and security procedures. Funding of data collection and preparation will usually be limited to active records. Funds available for operating costs will be limited to operational costs incurred in the final phases of system implementation. Operating costs will not be funded after the information system is fully operational by project definition.

HARDWARE may be purchased or leased with LEAA funds. However, the purchase of computer or microform hardware must be thoroughly justified within the grant application. The reason for purchase, a lease versus purchase analysis and an estimate of how long the hardware will adequately support the application is required. LEAA funds will not be available for the purchase of computer or microform equipment unless the grant application states that the hardware will be retained beyond the "break-even point" between lease and purchase.

General policy will be to fund the lease of computer and microform equipment if the requesting jurisdiction demonstrates the ability to assume ongoing operating costs. The lease or purchase of the following types of hardware are proper expenditures of LEAA funds for development or improvement of criminal justice information systems: communication terminals, modems and lines; computer hardware; microform equipment; and, manual filing equipment.

Computer hardware funding will usually be limited to auxiliary storage devices such as magnetic tapes or disk packs, input-output devices and equipment required for privacy and security safeguards. In general, LEAA funding for the lease or purchase of computer central processing units and computerized switchers will be limited to dedicated criminal justice computer centers that support state, regional or city/county criminal justice information systems. This type of hardware will not be funded for the exclusive use of one criminal justice agency.

Microform equipment including readers, reader/printers, cameras, processors, duplicators, computerized retrieval systems and other support equipment may be funded. Agencies should determine if the microform creation process can be more economically handled by a service company or another government agency before requesting LEAA funds for cameras, processors or duplicators.

Criminal justice agencies may request LEAA funds for the purchase of filing equipment such as cabinets, card files and indexing equipment to support automated or manual information systems. The procurement and disposal of hardware must be in accordance with current LEAA policies and state law.

NON-FUNDABLE ACTIVITIES

LEAA funds will not be allocated for feasibility studies, operational or duplicate criminal justice information systems, and physical facilities or construction. Feasibility studies will not be funded as it has been shown in other states that criminal justice information systems are feasible. Each agency will be responsible for determining the feasibility of an information system project prior to applying for LEAA assistance.

LEAA funding will not be available for support of operational criminal justice information systems. The intent is to provide LEAA assistance for the development, expansion and implementation phases. Criminal justice agencies will be responsible for maintaining information systems when they are fully operational by project definition.

Duplicate, automated criminal justice information systems will not be funded in the same locality. Limited LEAA funds and agency budgets require the development of centralized, integrated criminal justice information systems in Montana.

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The Board of Crime Control, through its funding policies, encourages local criminal justice agencies to develop city/county information systems.

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These systems are more cost effective, provide a broader base of operational information and support the sharing of information among agencies.

LEAA funds will not be available for information systems which duplicate functions assigned to other criminal justice agencies by this State CJIS Plan. Also, funds will not be available for duplicate criminal justice information systems when an existing service is found to be inadequate. Effort should be made to improve the current system rather than duplicate the service at another agency or level of government. Criminal justice information systems require extensive cooperation and coordination among agencies. When this breaks down, effort should be spent on reestablishing communication rather than building a duplicate system.

LEAA funds will generally not be available for the construction or improvement of physical facilities regardless of purpose.

GRANT APPLICATIONS

The Board of Crime Control's usual procedures and requirements for the submission of grant applications and the awarding of funds apply to all criminal justice information system proposals. Matching funds and evaluation components are required. Conditions may be placed on awards. Current requirements for matching funds vary for manpower, hardware and other components of information system grants. Evaluation component requirements vary from an internal assessment to a contracted outside evaluation.

Several LEAA special conditions and Board of Crime Control policies, conditions and technical requirements specifically apply to criminal justice information system grant proposals.

LEAA SPECIAL CONDITIONS

LEAA has established six special conditions which apply to all funds awarded for computerized information systems.[24] These special conditions relate to the transfer of applications software, documentation, computer programming languages, standard definitions and privacy and security. Agencies requesting funds for criminal justice information systems which include the use of automated data processing equipment must agree to the six LEAA conditions summarized below.

ALL COMPUTER SOFTWARE produced under a grant will be made available to LEAA for transfer to authorized users in the criminal justice community without cost other than that directly associated with the transfer. Systems will be documented in sufficient detail to enable a competent data processing staff to adopt the system.

COMPLETE DOCUMENTATION will be provided to the LEAA Regional Office and to the National Criminal Justice Information and Statistics Service upon request.

COMPUTER SOFTWARE already produced and available without charge will be used for all possible applications.

ALL APPLICATION PROGRAMS will be written in ANS COBOL, whenever possible, in order that they may be readily transferred to another authorized user. Where the nature of the task requires a scientific programming language, ANS FORTRAN may be used.

STANDARD DATA ELEMENTS AND RECORD FORMATS must be used to provide computerized criminal histories and offender based transaction statistics to the appropriate state and federal government agencies.

ADEQUATE PRIVACY AND SECURITY PROVISIONS are required for system security, the protection of individual privacy and the accuracy and integrity of data collection. These provisions must be consistant with the requirements of LEAA regulations governing privacy and security of criminal history information and the state's privacy and security plan.

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[24] *Comprehensive Data Systems Program Guideline Manual, M6640.1,* pp. 13, 14.

GRANT POLICIES

The Board of Crime Control has established three policies which apply to the funding of criminal justice information systems. These policies were established to assure quality information systems, which are not duplicative or wasteful of limited resources, are developed.

POLICY 1. DUPLICATE AUTOMATED INFORMATION SYSTEMS WILL NOT BE FUNDED IN THE SAME LOCALITY.

POLICY 2. ALL GRANT APPLICATIONS REQUESTING FUNDS TO DEVELOP, IMPLEMENT OR IMPROVE A COMPUTERIZED INFORMATION SYSTEM MUST BE ACCOMPANIED BY AN UP-TO-DATE, LONG-RANGE MASTER PLAN INDICATING THE AGENCY'S SCOPE AND DIRECTION IN DEVELOPMENT AND IMPLEMENTATION OF CRIMINAL JUSTICE INFORMATION SYSTEMS.

POLICY 3. HARDWARE WILL NOT BE FUNDED AFTER AN INFORMATION SYSTEM BECOMES FULLY OPERATIONAL BY PROJECT DEFINITION.

GRANT CONDITIONS

In addition to the preceding policies and conditions the Board of Crime Control (BCC) may at its discretion, impose any or all of the following conditions on the award of criminal justice information system grants.

The grantee must supply the BCC with all Request For Proposals (RFP's) in adequate time for that agency's review prior to the release to vendors.

The BCC reserves the right to examine all bids for services by vendors responding to RFP's in connection with a grant.

Software programs must be written in programming languages approved by the BCC.

The grantee must agree to provide complete documentation according to LEAA guidelines.

The grantee must supply the BCC with a lease/purchase analysis when hardware acquisition is considered.

A documented needs assessment and conceptual design must be supplied to the BCC prior to the start of the technical design.

The grantee will provide means to insure that system outputs are available for use by other criminal justice agencies within the locality.

GRANT TECHNICAL REQUIREMENTS

The following information is required in the narrative of an LEAA action or discretionary grant application which requests funds to develop or implement an automated criminal justice information system.

REQUIREMENT 1. PRESENT A COMPLETE DESCRIPTION OF THE INFORMATION SYSTEM.

The description must include the purpose of the information system, who it will serve, how it will operate, how it will be maintained and how it relates to other criminal justice information systems. The relationship of the information system to the State CJIS Plan should also be described.

REQUIREMENT 2. PRESENT A GENERAL HARDWARE DESCRIPTION.

The description should include a modular layout of all equipment required for the information system. This information will not be required for applications where equipment has not or cannot be identified.

REQUIREMENT 3. DESCRIBE THE COMPUTER PROGRAMMING LANGUAGES TO BE USED.

The computer programming languages for each module of the information system must be indicated and the use of any nonstandard programming languages must be justified.

REQUIREMENT 4. ESTIMATE THE COSTS OF HARDWARE, SOFTWARE AND PERSONNEL.

Detailed estimates of costs projected over the time period of the grant are required for each module of the information system. Personnel costs should be specified by module, including the person's job classification (project manager, systems analyst, computer programmer, computer operator, etc.), hourly rate, number of estimated hours, travel and per diem and total cost. Procurement procedures for obtaining hardware or software should be defined.

REQUIREMENT 5. PROVIDE A LEASE VERSUS PURCHASE ANALYSIS FOR THE ACQUISITION OF HARDWARE AND SOFTWARE.

A lease versus purchase analysis is required for the procurement of hardware or software with a total purchase price of $5,000 or more. The analysis should indicate the break-even point, in years and months, between lease and purchase. The grant must state that purchased hardware will be retained beyond the break-even point.

REQUIREMENT 6. PROVIDE STATEMENTS FROM APPROPRIATE OFFICIALS THAT THE OPERATING COSTS WILL BE ASSUMED.

Letters of support, indicating the operating costs of the information system will be supported, should be obtained from appropriate officials in government or on boards.

REQUIREMENT 7. PROVIDE AN ESTIMATE OF THE LIFE OF THE INFORMATION SYSTEM.

Estimate how long the information system will meet current or future needs before it requires major modification or replacement. This is an indication of the useful life of the system.

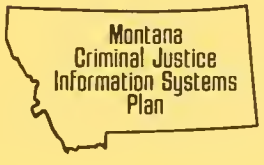
REQUIREMENT 8. DESCRIBE THE PRIVACY AND SECURITY PROCEDURES FOR THE OPERATION OF INFORMATION SYSTEMS CONTAINING PERSONAL DATA.

A detailed description of proposed or existing agency privacy and security procedures is required for the development of information systems which will access personal information. Security procedures should refer to personnel, physical facilities, hardware and software. Privacy procedures should include functional restrictions, access to information, transfer of information, purging and expungement. Procedures that enable individuals to challenge or become aware of personal information contained in the system should also be described.

REQUIREMENT 9. DESCRIBE THE MANAGEMENT CONTROL OF THE COMPUTER FACILITY.

The management, service, policy, location and physical security of the computer facility should be described. This applies to an in-house dedicated computer facility as well as an external shared computer facility. Any user group should be described including its membership, duties, responsibilities and authority.

Appendices



The appendices provide supplemental information. Appendix A contains summaries of the major manual, microform and computer systems currently used in the Montana criminal justice system while Appendix B describes the advantages, disadvantages and basic characteristics of the three types of information processing.

APPENDIX A - MONTANA CRIMINAL JUSTICE INFORMATION SYSTEMS

Following are brief descriptions of the major manual, microform and computer systems currently in operation in Montana.

Manual Systems--Law Enforcement

COUNTY INVENTORY SYSTEM
BOARD OF CRIME CONTROL

The County Inventory System is a multi-volume encyclopedia of information about each law enforcement agency in the state. The system contains a volume for each county, region, state agency and Indian reservation. Each volume contains information concerning the area's demography and the agency's manpower and equipment, jail, offense and arrest statistics, Montana Law Enforcement Academy attendance, LEAA grants and operating budget. This information is updated on a regular basis. The system was developed in 1972 and is maintained by the Board of Crime Control for planning purposes.

SMALL DEPARTMENT REPORTS AND RECORDS SYSTEM
BOARD OF CRIME CONTROL

Recognizing that records are a vital part of any organization, the Board of Crime Control, in 1973, developed the Small Department Reports and Records System for law enforcement agencies.

The system is designed to provide a method of recording significant events as they occur and insure organized storage and ease of retrieval. Through such a system, a police or sheriff's office can maintain up-to-date, accurate, reliable records which meet its operational and administrative needs.

The records system is modular and can be expanded or reduced according to the needs of the local agencies. Seventy-nine police and sheriff agencies had installed the system as of November, 1976.

Manual Systems--Courts

CRIMINAL JUSTICE BRIEF BANK
DEPARTMENT OF JUSTICE

The Criminal Justice Brief Bank contains about 100 of the Attorney General's briefs and 80 briefs by county attorneys. Separate brief files with individual word indexing are provided for ease of retrieval.

The Attorney General's briefs date back to 1969 and the county attorney's briefs to 1967. The County Attorney Coordinator at the Montana Department of Justice maintains this system.

Microform Systems--Law Enforcement

ACCIDENT REPORTS
DEPARTMENT OF JUSTICE

The Montana Highway Patrol purchased a Bell and Howell Synchro-Search reader/printer in 1975 for the storage and retrieval of highway patrol accident reports. Statewide accident reports are microfilmed and indexed by accident number for improved records storage and planning. The Highway Patrol provides microfilm copies to the Department of Highways for accident analysis. Records since 1972 are currently available.

CITY/COUNTY LAW ENFORCEMENT RECORDS
BILLINGS POLICE DEPARTMENT

The City/County Law Enforcement Information System serves the Billings Police Department and Yellowstone County Sheriff's Office. It provides computerized indexing for the microform retrieval of specific fingerprint cards, photographs, criminal rap sheets and reports. The microform equipment includes two Bell and Howell Synchro-Search reader/printers, a Bell and Howell Filemaster planetary camera and a Kodak film processor. The system has supported criminal investigation and records retention since 1975.

CRIMINAL RECORDS
DEPARTMENT OF JUSTICE

The State Identification Bureau of the Montana Department of Justice obtained a 3M 3400 microfilm camera and 3M 500 page search, microfilm reader/printer in 1973 to microfilm active and inactive fingerprint records.

The microfilming is part of an effort to purge and consolidate criminal identification files into an efficient manual operation prior to automation.

TRAFFIC RECORDS
GREAT FALLS POLICE DEPARTMENT

In 1971, the Great Falls Police Department purchased a 3M 3400 microfilm camera and 3M 400C microfilm reader/printer to microfilm traffic records. The objective was to upgrade the records section for rapid retrieval of information and better utilize storage space.

Microform Systems--Courts

DISTRICT COURT RECORDS
MONTANA CLERKS OF COURT

The Montana Clerks of Court Association, in 1975, conducted a survey of the use of microform systems by district courts. The results of the survey indicated that 39 of the 56 county clerks are using microforms for the storage and retrieval of court records. Cartridge, roll, jacket and aperture card systems are in use. Illustration XIX on page 119 shows the type of microform system being used, if any, in each county. Several clerks of court are sharing microform systems with county clerk and recorder offices.

USE OF MICROFORM SYSTEMS BY THE MONTANA CLERKS OF COURT

FEBRUARY 1975

COUNTY	MICROFORM SYSTEM	COUNTY	MICROFORM SYSTEM
Beaverhead	Kodak Jacket	Madison	Kodak Jacket
Big Horn	3M Aperture Card	Meagher	3M Jacket
Blaine	3M Cartridge	Mineral	None
Broadwater	3M Aperture Card	Missoula	3M Roll & Aperture Card
Carbon	None	Musselshell	3M Aperture Card
Carter	None	Park	Kodak Roll & Jacket
Cascade	Kodak Roll	Petroleum	Kodak Roll
Chouteau	3M Cartridge	Phillips	None
Custer	None	Pondera	Kodak Jacket
Daniels	None	Powder River	Kodak Roll & Jacket
Dawson	3M Cartridge	Powell	3M Aperture Card
Deer Lodge	Kodak Jacket	Prairie	3M Aperture Card
Fallon	None	Ravalli	Kodak Jacket
Fergus	3M Aperture Card	Richland	None
Flathead	3M Roll, Kodak Jacket	Roosevelt	None
Gallatin	Kodak Roll & Jacket	Rosebud	3M Aperture Card
Garfield	None	Sanders	3M Aperture Card
Glacier	3M Aperture Card	Sheridan	None
Golden Valley	Kodak Jacket	Silver Bow	Bell & Howell Roll
Granite	Kodak Aperture Card	Stillwater	Kodak Jacket
Hill	3M Roll	Sweet Grass	Kodak Jacket
Jefferson	None	Teton	None
Judith Basin	3M Aperture Card	Toole	3M Jacket
Lake	Kodak Roll & Jacket	Treasure	None
Lewis & Clark	Kodak Jacket	Valley	3M Jacket
Liberty	3M Aperture Card	Wheatland	None
Lincoln	3M Aperture Card	Wibaux	None
McCone	None	Yellowstone	Kodak Roll & Jacket

ILLUSTRATION XIX

Microform Systems--Corrections

PRISON RECORDS
DEPARTMENT OF INSTITUTIONS

Montana State Prison purchased a 3M 3400 microfilm cartridge camera and a 3M 400C microfilm reader/printer in 1972 for use in consolidation of prison inmate records.

Legal and social service files are being microfilmed for more efficient record retrieval and savings in clerical manpower, record degeneration and storage space.

Computer Systems--Criminal Justice

CRIMINAL JUSTICE MAILING LABELS SYSTEM
BOARD OF CRIME CONTROL

The Criminal Justice Mailing Labels System produces selected name and address mailing labels (gummed, 4" X 1" stickers) of individuals, agencies and communications media routinely contacted by criminal justice agencies.

Labels which display the addresses of sheriffs, chiefs of police, judges, probation and parole officers, legislators, county commissioners, mayors, members of various boards and task forces, newspapers, radio and television stations can be generated.

The system originated in 1972 and was replaced by a new system in 1976. It is run on an IBM 370 computer operated by state government.

STATUTORY INFORMATION RETRIEVAL SYSTEM
DEPARTMENT OF COMMUNITY AFFAIRS

The Statutory Information Retrieval System (SIRS) is an automated legal research system which allows a researcher to retrieve information from the Montana constitution and criminal statutes. It is supplied and maintained by Data Retrieval Corporation of Milwaukee, Wisconsin.

Search words are used to retrieve citations, referenced line segments or the full text of a statute. The user can define the search within narrow or broad limits.

The system was implemented in 1971 and runs on an IBM 370 computer operated by state government. In 1975, it was upgraded to support online processing. It is primarily used by the Montana Legislative Council in bill drafting and recodification of the laws.

Computer Systems--Law Enforcement

ARREST REGISTER SYSTEM
BOARD OF CRIME CONTROL

The Arrest Register System produces state and individual agency statistical summaries and alphabetical, offender name locator listings. The statistical summaries include counts of felony and misdemeanor arrests by age, race, sex, month, day of week and time of day. The name locator listing provides information about adults arrested for felonies and misdemeanors in Montana.

The system, developed in 1971, is run on an IBM 370 computer operated by state government.

CITY/COUNTY LAW ENFORCEMENT INFORMATION SYSTEM
BILLINGS POLICE DEPARTMENT

The Billings Police Department received LEAA funding in 1974 to design and implement a City/County Law Enforcement Information System as part of the records consolidation of the Billings Police Department and Yellowstone County Sheriff's Office.

The initial grant resulted in a conceptual design of the system, a five-year implementation plan and development of the investigation component. The system has a telecommunications capability to update and retrieve information through video terminals at the police department and sheriff's office.

The investigation component, implemented in 1975, includes a computerized index to fingerprint and personal description records stored on microforms and a computerized modus operandi file.

The field operations component, developed in 1976, includes automated property, want/warrant, vehicle, master name index and street address/location files. This component also includes a microfiche personal history file.

Ongoing development will result in the automation of a comprehensive management information system component for crime analysis, resource allocation and management reporting.

The system is being developed on the IBM System 3 computer operated by Billings city government.

DRIVER LICENSE SYSTEM
DEPARTMENT OF JUSTICE

The Driver License System contains basic information, such as identification characteristics and restrictions, for all licensed drivers. System capabilities include driver statistical analysis, a driver identification file and monitoring of revocations and suspensions. The voter registration list also is generated by this system.

The Driver License System, begun in 1970, is run on an IBM 370 computer operated by state government. In 1976, the system was upgraded to provide law enforcement agencies with online access to driver license information through MLETS terminals.

DRIVER SUMMONS SYSTEM
DEPARTMENT OF JUSTICE

The Driver Summons System provides summons control and analysis, personnel management and accounting for traffic citations. It provides local courts, police and treasurers with a method of accounting for summonses, fine receipts and dispositions.

The system supports driver improvement programs and enforcement of the state's habitual traffic offender law. A driver history has been developed from summons and accident data.

The Driver Summons System, developed in 1974, runs on an IBM 370 computer operated by state government.

LAW ENFORCEMENT ACTIVITIES SYSTEM
BILLINGS POLICE DEPARTMENT

The Law Enforcement Activities System provides month and year-to-date accumulations of officer shift time and frequency in performing traffic, criminal and administrative activities. Officer time is recorded for calls, citations, warnings, arrests, accidents investigated, crimes investigated, miles patrolled, court appearances and report writing.

The system was developed in 1969 and runs on an IBM System 3 computer operated by Billings city government.

Expansion, in 1975, provided reporting of criminal and traffic incidents, offenses, officer activity and investigation. Reports are summarized by department, shift, beat and officer for varying time periods. Report capability now includes a dispatch log by offense and the geocoding of selected offenses such as building burglary, residential burglary and vandalism.

MONTANA LAW ENFORCEMENT TELETYPEWRITER SYSTEM
DEPARTMENT OF JUSTICE

The Montana Law Enforcement Teletypewriter System (MLETS) supports a telecommunications network for computerized interstate and intrastate message switching among law enforcement agencies. The system is linked to the National Crime Information Center (NCIC), the National Law Enforcement Telecommunications System (NLETS) and the State Identification Bureau. Access to national and state files on wanted persons, stolen property, criminal histories, vehicle registrations, driver licenses and other data is available through MLETS terminals. Illustration XX on page 123 shows the 57 terminals on the MLETS network as of November, 1976.

USER TERMINALS ON THE MONTANA LAW ENFORCEMENT TELETYPEWRITER SYSTEM

57 TERMINALS — NOVEMBER, 1976

POLICE DEPARTMENTS	SHERIFFS' OFFICES	FEDERAL AND STATE AGENCIES
1. Billings*	1. Beaverhead County (Dillon)	**Federal Government**
2. Bozeman	2. Blaine County (Chinook)	1. FBI (Butte)
3. Butte	3. Carbon County (Red Lodge)	2. Glacier National Park (West Glacier)
4. Glendive	4. Cascade County (Great Falls)	
5. Great Falls*	5. Chouteau County (Fort Benton)	**Montana Department of Justice**
6. Harlem	6. Deer Lodge County (Anaconda)	3. Highway Patrol (Billings)
7. Havre	7. Flathead County (Kalispell)	4. Highway Patrol (Butte)
8. Helena	8. Glacier County (Cut Bank)	5. Highway Patrol (Glendive)
9. Kalispell	9. Hill County (Havre)	6. Highway Patrol (Great Falls)
10. Lewistown	10. Judith Basin County (Stanford)	7. Highway Patrol (Helena)*
11. Livingston	11. Lake County (Polson)	8. Highway Patrol (Lewistown)
12. Malta	12. Lewis & Clark County (Helena)	9. Highway Patrol (Missoula)
13. Miles City	13. Liberty County (Chester)	10. Identification Bureau (Helena)
14. Missoula	14. Lincoln County (Libby)	
15. West Yellowstone	15. Mineral County (Superior)	**Montana Department of Revenue**
	16. Missoula County (Missoula)*	11. Investigation Bureau (Helena)
	17. Missoula County (Missoula)*	
	18. Musselshell County (Roundup)	
	19. Pondera County (Conrad)	
	20. Powder River County (Broadus)	
	21. Ravalli County (Hamilton)	
	22. Roosevelt County (Wolf Point)	
	23. Rosebud County (Forsyth)	
	24. Sanders County (Thompson Falls)	
	25. Sheridan County (Plentywood)	
	26. Sweet Grass County (Big Timber)	* Video Terminal
	27. Teton County (Choteau)	
	28. Toole County (Shelby)	
	29. Valley County (Glasgow)	
	30. Wheatland County (Harlowton)	
	31. Yellowstone County (Billings)	

ILLUSTRATION XX

The system originated in 1970 and was upgraded for computerized message switching by installation of an Action Communication Systems Telecontroller in 1973. In 1975, an IBM System 7 computer was leased to handle the message switching and the Telecontroller was retained for system backup.

OFFENSES KNOWN TO THE POLICE SYSTEM
BOARD OF CRIME CONTROL

The Offenses Known to the Police System is a monthly accumulation of nineteen categories of criminal offense data reported to police and sheriff's departments in Montana. Data is summarized by offenses known or reported, unfounded offenses, actual offenses, total offenses cleared by arrest and clearance by the arrest of a juvenile. A flexible reporting capability allows for variable output of statistical summary and crime index data by time period and geographic area.

The system, developed in 1973, is run on an IBM 370 computer operated by state government.

TRAFFIC ENFORCEMENT ACTIVITIES SYSTEM
GREAT FALLS POLICE DEPARTMENT

The Traffic Enforcement Activities System provides the Great Falls Police Department with a monthly analysis of traffic citations and related officer activity. Summarized traffic offense information such as the type, time, date and location of the violation; the responding officer; the age and sex of the violator; and, information concerning related accidents, is reported. Additional output includes the total number of citations categorized as hazardous, nonhazardous or parking. This information is used in managing programs and monitoring activities of individual police officers.

The system has been operational since 1969 and runs on an IBM 360 computer maintained by Acro, Incorporated. The original system provided monthly analysis of parking and moving vehicle citations and court dispositions but this capability was dropped for lack of financial support.

VEHICLE REGISTRATION SYSTEM
DEPARTMENT OF JUSTICE

The Vehicle Registration System provides for the recording and update of Montana vehicle registrations. The system improves the management and control of the vehicle registration process and provides law enforcement with access through MLETS terminals to information on the ownership and probable driver of a vehicle.

The system is accessed by vehicle description and identification number, license plate number or the name of the owner. Special requests for file searches by law enforcement agencies, which have only partial license plate numbers or descriptive information are handled by Department of Justice personnel on an individual basis.

The system became operational in 1976 and is run on an IBM 370 computer operated by state government.

VIOLATOR REPORTING SYSTEM
DEPARTMENT OF FISH AND GAME

The Violator Reporting System provides the Law Enforcement Division of the Department of Fish and Game with an accounting of its arrests and citations. The system produces monthly and yearly listings of arrests, citations and subsequent dispositions by the name of the violator. A periodic statistical summary, by offense category and individual warden, provides management information. Future expansion of the system will include a workload analysis capability.

The system, which became operational in 1974, is run on an IBM 370 computer operated by state government.

Computer Systems--Courts

JUVENILE PROBATION INFORMATION SYSTEM
BOARD OF CRIME CONTROL

The Probation Officers Association and the Board of Crime Control are sponsoring development of a Juvenile Probation Information System. This new system addresses the primary tasks of juvenile court management such as caseload administration, planning, budgeting and research. It replaces the Juvenile Court System which has provided automated statistical data on juvenile referrals since 1970. The system is part of an effort to develop uniform procedures, data collection and statistical reports for all Montana probation officers.

This system has both manual and automated components. The automated component was developed in 1976 on an IBM 370 computer operated by state government.

TRAFFIC CONTROL SYSTEM
BILLINGS CITY COURT

The Traffic Control System processes over 6,000 parking tickets per month for the Billings City Court and automatically prepares notices of overdue parking tickets. A printed summary gives the number of parking tickets, warrants, dismissals and the accumulated amount of bail forfeitures. Although the system can automatically generate warrants, this feature is not used as manpower to serve the warrants is not available.

The system, developed in 1971, runs on the IBM System 3 computer operated by Billings city government. It will be expanded in the future to process moving traffic violations.

AFTERCARE MOVEMENT SYSTEM
DEPARTMENT OF INSTITUTIONS

The Aftercare Movement System provides information on the movement of juveniles from correctional institutions into aftercare supervision and placement. The system generates juvenile case history reports according to the releasing institution, county of placement, aftercare counselor or other special category.

Reports or online access provide detailed information about the juvenile, reason for commitment, admission, placement, program, supervision, financial support and counselor. The name of the juvenile, county of commitment, type of admission, recommended aftercare action, county of placement, type of program and the length of time the juvenile is in any correctional program is available.

The system, which became operational in 1966, was upgraded for telecommunications usage in 1976. It is run on an IBM 370 computer operated by state government.

FOSTER HOMES INFORMATION SYSTEM
DEPARTMENT OF INSTITUTIONS

The Foster Homes Information System provides the aftercare counselor with status information for all foster homes and juveniles placed in foster homes within his area. Detailed information about the foster home and children including names, background information and comments is included in activity reports. Other reports list the foster homes in alphabetical sequence according to the last name of the head of the household or in numeric sequence by the home's identification number.

The system became operational in 1970 and runs on an IBM 370 computer operated by state government.

MENTAL HEALTH PATIENT INFORMATION SYSTEM
DEPARTMENT OF INSTITUTIONS

The Mental Health Patient Information System provides detailed statistical summaries regarding patients at the various community mental health units in Montana. Information is obtained from intake and termination forms submitted by the mental health units. For protection of individual privacy, data includes a patient identification number rather than a name.

Monthly and year-to-date reports based on program status, legal residence, intake and termination are produced by region and unit. The statistical information includes patient identifiers, treatment unit, case admission and release, diagnostic evaluation and services provided.

The system became operational in 1973 and runs on an IBM 370 computer operated by state government.

OFFENDER BASED STATE CORRECTIONS INFORMATION SYSTEM
DEPARTMENT OF INSTITUTIONS

Montana is one of 18 states pioneering in the development of an Offender Based State Corrections Information System (OBSCIS) to support the management and operation of statewide adult corrections.

The system will provide information to evaluate corrections programs, identify problems and track offenders through the corrections system. The system will support the offender admission process, assessment decisions, institutional status, probation and parole reporting, population movement, legal status, research and evaluation and a national statistical reporting program.

Development was initiated in 1975 and implemenatation will occur over the next three years. The system will run on an IBM 370 computer operated by state government.

SOCIAL HISTORIES SYSTEM
DEPARTMENT OF INSTITUTIONS

The Social Histories System provides social and economic information about youth under the supervision of juvenile corrections. Data describing the youth's social background, emotional adjustment and family is collected and analyzed. A report of admissions to juvenile corrections by county of admission is produced monthly. Other special reports are generated as requested.

The system became operational in 1967 and is run on an IBM 370 computer operated by state government.

APPENDIX B - INFORMATION PROCESSING

Information processing is the recording, storing, manipulation and retrieval of data. These are basic requirements for any information system. The type of storage utilized (manual, microform or computer) describes the popular methods of processing criminal justice information. A modular, integrated criminal justice information system may use all three storage techniques. For example, a police department could develop a law enforcement information system which includes: a manual system for officer field reports; a microform system for criminal fingerprints and photographs; and, a computer system for periodic statistical reports on the type and level of criminal activity.

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The type of information system used should depend primarily on the requirements for retrieval of information. Other factors to be considered include the quantity of information, expected storage time, number of users, frequency of use, frequency of update, form of the information and origin of the data.

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MANUAL PROCESSING is generally the most economical means of handling data. For many years the record folder and filing cabinet have been the basis of information storage. In recent years, however, the economics of this type of mass storage have been challenged by advanced technology. Organizations requiring a large storage capacity are utilizing microforms and computers to reduce overall space requirements and increase retrieval capability.

Manual storage is practical for applications requiring long narrative descriptions or diagrams, small record volume, limited use and noncritical retrieval time. Manual systems are most efficient when sound file management procedures are used. The orderly arrangement of information in files, indexing of voluminous data, daily updating and filing, logging of information removed from files and removal of inactive records all contribute to efficient file management.

MICROFORM PROCESSING provides criminal justice agencies with financial and storage economy. Benefits of this approach include savings in storage space and equipment, filing time and needed manpower. Microforms are particularly suitable for the storage of graphics such as diagrams, fingerprints and photographs.

Microform processing offers many other advantages of particular interest to criminal justice agencies including: rapid retrieval of information; file integrity through systematic organization of information; and, backup by duplication of microform information.

Microforms have proven to be an efficient storage and retrieval medium for records updated periodically and referred to frequently by many people at dispersed locations. Escalating paper costs and possible paper shortages may result in even greater use of microforms. An increasing number of low cost, low volume, microform handling devices are becoming available allowing small users to take advantage of the system benefits.

However, microform processing alone cannot handle the varied information needs of an agency. Microform systems involve some inconveniences and limitations.

New microform records must be photo processed. This can be a relatively slow operation. Documents of varied sizes, colors and print intensities or those which are stapled or fastened together slow the initial processing. Update is not usually possible without creation of a new film record. Despite recent advances in retrieval systems, data search and manipulation are still limited.

Sophisticated microform systems can be very costly. The initial cost of a camera and reader/printer are increased by operational and supply costs. This includes the ongoing cost of film, document preparation, filming, indexing of documents, storage equipment, facilities, retrieval of information and the printing of copies. A potential user should compare these costs to the anticipated benefits to determine if microform usage is cost effective.

COMPUTER PROCESSING provides more rapid retrieval and greater storage capacity than manual processing. The major advantage of computers are the flexibility with which data can be stored and analyzed.

A primary disadvantage is the rather slow process necessary to convert hard copy records into machine usable form. Computer data entry involves manual steps such as keypunching cards, keyboard entry of data through terminals or keying data to magnetic tape or disk. It is particularly difficult to translate fingerprints, photographs or graphics to a usable computer format.

Once in machine usable form, however, information can be stored in mass quantities, readily updated, processed and retrieved. The actual size and capacity of the storage device determines the amont of data held or processed at any given time. Recent technological advances, providing considerably more storage in a given amount of space and significantly faster processing speeds, have been accompanied by a dramatic decrease in the cost of computer storage. The result has been more frequent use of larger volumes of information stored in data bases that are accessed by terminals.

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It should be remembered that computer and other data processing hardware are only tools. This equipment cannot provide answers to all questions policemen, judges, lawyers or managers need to answer every day.

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Computers can provide people with reliable, detailed or summary information based on past history and it can provide this data in almost any sequence or form desired. This enables the decisionmaking process to occur more easily with greater speed and accuracy.

Computerized systems were developed in response to the information explosion of the late 1960's--a period characterized by steadily increasing demands for greater capability in gathering, processing and transmitting information. There

is a national trend toward more frequent use of computers and other automated technology in processing criminal justice data. The current uses of computers vary from police manpower allocation to jury selection to correctional program placement.

For those readers who may not be familiar with the characteristics of various information storage and processing systems, a discussion of the fundamentals of manual, microform and computer systems follows.

Manual Systems

The basic elements of a manual information system are the forms and documents which represent the official records of the organization. A manual system is so named because the information stored on cards or paper is processed directly by people rather than through computers or other machines.

Memory, activity and reporting are the three functions of a manual information system. A written report records the important facts and circumstances of significant events, incidents or actions. These records are subsequently used by staff to remember past activities and to control future activities.

As noted earlier, many manual systems may not provide these basic functions. A well organized and properly managed manual system contains complete files and accurate records, limited types of forms and uniform information which is easily accessible. Records in a manual system should be organized and filed according to standard procedures to enable retrieval of any particular document in a matter of seconds.

Generally, the active records of a manual system are kept in filing cabinets. A standard file drawer should have from ten to twenty-five tabs or guides to quickly locate areas of general information. All related records should be in a folder under one tab. The folder should contain from six to seventy-five pages. If less, the material should be filed in a miscellaneous folder; if more, the material should be broken down into two or more folders.

Files should be arranged in ascending alphabetic or numeric order. If the file is to be entered in more than one way, indexes are needed to cross-reference the various means of searching the file. All drawers of the filing cabinet should be labeled. Filing cabinets in criminal justice agencies should be locked when not in frequent use.

One person should be responsible for the content and update of files in a manual system. That person should be trained in general recordkeeping and filing procedures and should update and file records on a daily basis to prevent building a backlog of unfiled materials.

Any material removed from the file should be logged out and an out card placed in the file until the material is returned. Information should not be removed from a file except for immediate work needs. It should be returned as soon as those needs are satisfied.

Inactive records should be removed to a storage area, transferred to an archive or destroyed. The use of a records storage area enables the agency to retrieve information for subsequent use.

A retention schedule should be established for all forms and documents in the manual system. The retention schedule should be based on work needs and legal and financial requirements. At least once a year, the contents of a manual system should be reviewed to remove inactive material and consolidate or reorganize remaining information.

Microform Systems

Microform systems use a technique which makes miniature images of information on film. Each microform image is an exact photograph of the original form or document. Since the image is usually too small to be read directly, it is enlarged through the use of a viewer. A copy of the document may be obtained by enlarging the image to its original size and printing a photocopy. The reader/printer is the most common device for viewing microforms and producing reproductions.

Microform systems provide advantages in the storage, protection and retrieval of information. The microfilming of manual records may save 98 percent of the original storage space. Security is improved by filming vital records and storing the duplicates at a distant location.

With an efficient index, information can be retrieved from microforms in less than two minutes. Identification codes or distinctive separator images on the microform corresponding to sets of documents allows rapid retrieval by pinpointing the location of needed data. The codes may be image counts or binary codes which can be electronically read and interpreted by microform retrieval equipment. This fast search technique enables the user to go directly to a specific section or image on the microform.

The wide variety of user needs and applications has led to a number of different forms of microfilm production, storage and use. The type of microform selected depends upon the type of data, the nature of the information to be stored and how it is to be used. Available microforms include roll microfilm, microfiche, jackets and aperture cards.

ROLL MICROFILM is best used when information is added in sequence and updating is infrequent. The rolls may be stored in cartridges to facilitate handling and retrieval.

MICROFICHE are sheets of film containing from 60 to 500 images in a grid pattern. This microform provides fast retrieval of information and easy duplication for mailing, security or reference. Ultrafiche contains thousands of images per sheet and has the advantage of storing more information in less space than standard microfiche.

JACKETS are plastic carriers with one or more channels for holding strips of film. This protects the microfilm and facilitates organization and update of information. Images may be read directly from the jacket without removing the film.

APERTURE CARDS are usually standard tabulating cards with a cut out area for the insertion of a frame of film. The aperture card can be machine sorted, viewed or printed. It is best used when information describing a single transaction is contained on no more than four images.

There are six basic types of microform equipment: readers and reader/printers; cameras; processors; duplicators; storage and retrieval systems; and, computer output microfilmers. The reader/printer is the most essential equipment. A capability for image access may be incorporated into the reader or reader/printer for automatically locating images on roll microfilm or microfiche. Image search methods may be manual or automated depending upon user need and the sophistication of the equipment.

The initial microform production process involves the use of a camera to photograph the document, a processor to develop the microfilm and a duplicator to make multiple film copies. The camera and processor may be combined in one unit to produce microform images in one pass through the machine. The microform creation process is often handled more economically by service companies than the individual agency. Equipment is expensive and usage by most agencies is well below a cost-effective level.

Modern storage and retrieval systems provide manual and automated access to large files of microform images. Manual systems include carousel-type units for roll microfilm cassettes or cartridges and file drawers, desktop bins and motorized bin-type file systems for microfiche, jackets and aperture cards. Automated systems have an accessible film storage capacity and electronic circuitory to conduct an image search on either fiche or roll film.

The more advanced, automated systems use a minicomputer and reader/printer to retrieve information from microforms. Retrieval commands entered through a video terminal initiate the search of a computerized index. Information indicating the microforms to be mounted in the reader/printer and the location to be entered on the keyboard for viewing the desired image is displayed on the terminal. This enables the operator to quickly locate and view a particular image.

Computer Output Microfilm (COM) is a fast but relatively expensive microfilming process which eliminates paper printout by recording computer-generated data on microfilm. It is particularly cost effective for the output of large volumes of computer data for distribution to many people. COM is faster than a printer in producing output, but requires the use of a microform reader to view the information. The high cost of COM equipment generally requires that the conversion from computer to microform output be handled by a service company.

State and local governments have used microforms for over three decades, mostly for archive storage. Now, law enforcement agencies use microform retrieval systems both as a recordkeeping device and as a detection tool. Photographs, fingerprints and criminal histories can be automatically retrieved by matching the coded descriptions in a computerized index to the corresponding microform document location. A single latent fingerprint or an incomplete physical description can result in the identification of a criminal through a search of microform stored information.

Although the microform industry is dynamic and new equipment is continually becoming available, the growth of microform use has been slowed by the lack of industry standards and technical information. The release of new equipment tends to render former equipment obsolete. Uniformity of film formats, retrieval coding, etc., are needed so that microforms generated on one manufacturer's equipment can be used in another vendor's system. More and better technical information on existing equipment and supplies should be made available to users.

Computer Systems

A computer is a data handling machine with many capabilities. A system of different types of machines such as a central processing unit, control units, printers, card readers, magnetic storage units and terminals are linked to form a computer system. The systems vary as they are tailored to meet the user's application.

A computer system can accept machine readable data, make necessary arithmetic calculations and logical decisions, sort data into any desired sequence, store and retrieve data, perform functions as instructed and print the results. All of this can be accomplished at fantastic speeds.

Basically any computer system can be viewed as having four functional parts: input, processing, storage and output.

INPUT is entering data into the computer in a form which can be read and translated into the working language of the machine. Since the computer does not understand human languages, it is necessary to convert the alphabet and numbers into a code the machine can understand and process to accomplish a task. The conversion of data into machine readable form is accomplished by data entry devices.

Examples of data entry include the keypunching of cards, keyboard entry of data with terminals and keying data to magnetic tape or disk. The basic types of data entered into a computer are programmed instructions and data to execute the instructions.

PROCESSING involves reading data into the central processing unit where it is manipulated to achieve the desired results. The central processing unit directs and coordinates the entire computer system. It selects the appropriate input or output device, establishes storage locations, directs priorities of operation and routes all data. The central processing unit transfers data based on instructions, adds, subtracts, multiplies, divides and gathers totals as required.

STORAGE is completely indexed and available to the computer. All data must be placed into storage before it can be processed. Each position of storage has a specific location called an address. As data is needed, the computer transfers to the appropriate address, secures the data and performs whatever action is required.

The actual size and capacity of a storage unit determines the amount of data that can be held or processed by the computer system at any one time. This storage is often measured in millions of digits or characters called bytes. Data may be stored in the main memory of the computer or on auxiliary storage devices such as magnetic disk, drum or tapes.

OUTPUT is the process of delivering information generated by the computer system in a form which can be read and understood by the user. The most common method is to type the information using a printer. Other methods include: placing information on magnetic tape or disk for later use as input; punching cards or paper tape; and, displaying information on a video terminal. Information also can be transmitted via a communications line to another computer.

Movement of data through the computer system is controlled by a series of detailed instructions to the control section of the processor. These instructions are the computer program. The ability to write a computer program requires special training in a programming language. COBOL (Common Business Oriented Language) is an example of a programming language used in many business and government installations because of its suitability to commercial applications. FORTRAN (Formula Translation) is an example of a scientific programming language. It is used in many scientific applications to solve extensive mathematical and statistical problems. The programming language is generally immaterial to the computer user. It is more important that the user know *what* the computer can accomplish than *how* it is accomplished.

The design of an automated information system must be much more specific and detailed than that of a manual system as the element of human discretion is not present in automated processing. Higher standards of accuracy are required. Mistakes are not easily corrected or ignored.

Activities to be automated must be analyzed in a careful, systematic way to determine precisely what must be accomplished and how to accomplish it. This is called system analysis. It is a necessary function in designing a cost-effective, automated information system.

Computers are most efficient when dealing with information which can be quantified and systemized. Information that is intuitive, ambiguous or emotional is much more difficult to automate. The use of computers is limited when the facts become too numerous to be explicit. Data which is used repeatedly must be presented in a standard format.

The following are criteria to consider in developing a computer application:

VOLUME of transactions. The heavier the volume, the more likely the job should be computerized.

REPETITION of the transaction cycles. If the same series of processing steps are repeated for each transaction, the work could be computerized.

ARITHMETIC. The computer can be very efficient when calculations such as addition, subtraction, multiplication and division are required.

STABILITY of operation. There is considerable investment in programming a job for the computer. Changes incur the cost of reprogramming. Therefore, a frequently used, stable application is more suitable to computer processing than one which is seldom used or often changed.

ACCURACY. The computer should provide greater accuracy when complex or repetitious manual procedures are automated. Almost all computer errors are caused by people. The errors occur because of problems in data submission, computer programming and system design.

If the job involves little arithmetic, is not routine, has a low volume of transactions, there is little problem with errors and/or the processing changes frequently, the use of a computer probably is not justified.

Glossary

ACCESS -- The act of obtaining information.

AUDIT -- A formal examination of the methods and procedures of an information system to verify adherence to policy.

AUTOMATED DATA PROCESSING -- The processing of data by automated means.

AUXILIARY STORAGE -- Devices such as drums, disk drives and magnetic tape units that may be connected to a computer to hold data for subsequent processing.

BPS (Bits per second) -- The instantaneous transmission speed of a device in transmitting a character.

CALENDAR -- A chronological listing of pertinent information about the cases of a particular court for use by the public, prosecution, defense and judiciary.

CENTRAL PROCESSING UNIT (CPU) -- The part of the computer which stores programs and performs the control, arithmetic and logic operations.

CJIS ADVISORY COMMITTEE -- A standing committee of the Montana Board of Crime Control that advises the Board on criminal justice information system related matters.

COBOL (Common Business Oriented Language) -- A computer programming language used in many business and government installations because of its suitability to commercial applications.

COMMUNICATION -- The transmission of data between the point of origin and the point of reception.

COMPONENT INFORMATION SYSTEM -- An information system which serves the unique needs of a specific component of the criminal justice system (law enforcement, courts or corrections) at the national, state or local level of government.

COMPREHENSIVE DATA SYSTEMS -- A program initiated by LEAA in 1972 to assist states in establishing an integrated criminal justice information and statistics system for the reporting and exchange of uniform data at the national, state and local levels. Participating states agree to implement the following five components of the program at the state level: (1) a statistical analysis center; (2) an Offender Based Transaction Statistics/Computerized Criminal Histories (OBTS/CCH) system; (3) an Uniform Crime Reports (UCR) system; (4) a management and administrative statistics system; and, (5) a technical assistance capability.

COMPUTER -- A device capable of solving problems by accepting data, performing substantial prescribed operations on the data, and supplying the results of the operations.

COMPUTERIZED CRIMINAL HISTORIES (CCH) -- The system for creation, maintenance and use of criminal history records operated by the states and coordinated by the National Crime Information Center.

CONCEPTUAL DESIGN -- The documented description of a proposed system stated in the broadest terms where the requirements and the basic objectives of the system are defined in addition to the interactions of the system components.

CRIMINAL HISTORY -- A record of offender identification and associated arrests, court dispositions, correctional dispositions and criminal justice status.

CRIMINAL JUSTICE INFORMATION SYSTEM (CJIS) -- Any manual or automated information system serving the broad functions of the criminal justice system.

CRIMINAL JUSTICE PROCESS -- The method by which the criminal justice system deals with individual cases.

CRIMINAL JUSTICE SYSTEM -- The enforcement, prosecution, defense, adjudication, punishment and rehabilitation functions carried out by government under provisions of criminal law.

DATA -- A formal representation of facts, concepts or instructions suitable for communication, interpretation and processing by manual or automated means.

DEDICATED COMPUTER -- A computing device or system assigned to one application or purpose.

DEMOGRAPHY -- Statistical information relating to characteristics of human populations, particularly size, density, distribution and vital statistics.

DISSEMINATION -- The transmission or publication of criminal justice information.

EXPUNGE -- The act of physically destroying files, records or information.

FACSIMILE -- The transmission of graphic matter by wire or radio and its reproduction at terminal facilities.

FILE -- A collection of related records.

FORTRAN (Formula Translation) -- A computer programming language used in scientific applications to solve mathematical and statistical problems.

GEOCODING -- The process of assigning geographic identifiers to records of events or data.

HARDWARE -- Any physical piece of equipment in a computer system.

INFORMATION -- The collection of data designed to serve a specific purpose or meet a specific need.

INTEGRITY -- The assurance that data in a system is protected against compromise or contamination.

INTELLIGENCE -- Information concerning criminal activity not necessarily fully substantiated nor resulting from public proceedings.

INTERFACE -- The procedures, equipment and/or software that enable separate information systems to communicate with each other.

LAW ENFORCEMENT ASSISTANCE ADMINISTRATION (LEAA) -- The agency within the United States Department of Justice established to administer the Omnibus Crime Control and Safe Streets Act of 1968.

LOCAL CJIS -- Any information system established at the local level of government to serve the needs of criminal justice agencies within a specific locality.

LOCALITY -- A confined geographic or political area such as a district, city, county or region within the state.

MESSAGE SWITCHING -- A telecommunications application in which a message received by a central system from one terminal is sent to one or more other terminals.

MICROFORM -- A generic term for any form, either film or paper, which contains images too small to be read without magnification. The popular microforms are microfilm, microfiche, jackets and aperture cards.

MODULE -- A discrete and identifiable unit that is combined with other units to achieve an objective.

MODUS OPERANDI -- Information which separates one crime from another and defines the perpetrator's methods of operation for a particular crime or group of crimes of the same type.

MONTANA BOARD OF CRIME CONTROL (MBCC) -- The agency of Montana state government responsible for administering the provisions of the Omnibus Crime Control and Safe Streets Act of 1968.

MONTANA JUSTICE PROJECT -- A comprehensive, two year study of Montana's criminal justice system by citizen task forces recommending standards, goals and legislation to improve law enforcement, courts, corrections, information systems and community crime prevention. The Montana Justice Project disbanded in 1976 after publishing six reports containing its findings.

MONTANA LAW ENFORCEMENT TELETYPEWRITER SYSTEM (MLETS) -- The computerized communications network in Montana that provides law enforcement message switching including access to NCIC, NLETS and state information.

NATIONAL CRIME INFORMATION CENTER (NCIC) -- A computerized information and communications network providing law enforcement agencies with access to the FBI's nationwide files on persons and property.

NATIONAL LAW ENFORCEMENT TELECOMMUNICATIONS SYSTEM (NLETS) -- A computerized communications network supported by a cooperative organization of the states for the switching of messages among law enforcement agencies. This includes administrative messages, all points bulletins and out-of-state driver license and vehicle registration inquiries and responses.

NETWORK -- A number of communication lines connecting a computer with remote terminals or a complex consisting of two or more interconnected computing units.

OFFENDER BASED STATE CORRECTIONS INFORMATION SYSTEM (OBSCIS) -- A prototype system designed by SEARCH Group, Incorporated and funded by LEAA for use by the individual states in development of state level adult corrections information systems.

OFFENDER BASED TRANSACTION STATISTICS (OBTS) -- A statistical system which describes the aggregate experiences of individuals in terms of the types and sequence of criminal justice processes they encounter.

ONLINE -- A condition in which the information system user is directly linked with computerized files through a terminal device, so that user instructions are processed without human intervention at the computer site.

PAROLE -- The conditional release of a prisoner with an unexpired sentence.

PRIVACY -- The legal and moral right of individuals to be safeguarded against a personal intrusion as a result of having sensitive personal information fall into the possession of an unauthorized receiver.

PROBATION -- Community release of a convicted offender to supervision of an authorized officer of the court.

PROGRAM -- (1) The detailed instructions that tell the computer how to proceed in solving a problem. (2) The writing of a sequence of instructions that directs the computer to perform specific operations to solve a problem.

PROGRAMMER -- A person mainly involved in designing, writing and testing computer programs.

PUBLIC RECORD -- Data recorded by public officers in performance of public duties, at the conclusion of relatively formal and often public proceedings.

PURGING -- The act of file review and removal of inaccurate, incomplete or aged data.

RECIDIVISM -- The primary measurement of habitual criminal behavior. The Montana Justice Project recommended that recidivism be measured by: (1) Criminal acts that resulted in conviction by a court when committed by individuals who are under correctional supervision or who have been released from correctional supervision within the last three years; (2) Technical violations of probation or parole in which a sentencing or paroling authority took action that resulted in the return of the offender to institutional status. Technical violations should be maintained separately from data on reconvictions. Also, recidivism should be reported during the three-year follow-up period, showing the number of recidivists. Discriminations by age, offense, length of sentence and disposition should be provided. (Montana Justice Project, *Corrections Report*, Standard 14.1, p. 291.)

RECORD -- A collection of related data items.

SCHEDULING -- From a file of new and pending cases, the selection of the specific cases to be placed on the calendar of a specific court on a specific date.

SEARCH (System for Electronic Analysis and Retrieval of Criminal Histories) -- Project SEARCH was initiated in 1969, with LEAA funding, as a multi-state effort to develop a prototype computerized information system for the interstate exchange of criminal histories. In 1974, Project SEARCH became SEARCH Group, Incorporated, a private, nonprofit research organization dedicated to the application of advanced technology to improve the administration of justice in the United States.

SECURITY -- The control of access to information.

SHARED COMPUTER -- A computing device or system assigned to multiple applications or purposes.

SOFTWARE -- A collection of programs, procedures and supporting documentation necessary for the operation of a computer.

STATE CJIS -- Any information system established at the state level of government to serve the needs of criminal justice agencies within the state.

STATUS -- An individual's or defendant's location within the criminal justice system at a given point in time (e.g., currently out on bail awaiting trial).

SYSTEM -- An organized collection of procedures, methods, techniques and machines to accomplish certain specific functions.

SYSTEM ANALYSIS -- The analysis of a system and its related activities to determine precisely what must be accomplished and how to accomplish it.

TELECOMMUNICATIONS -- Data transmission between a computing system or systems and remote devices.

TERMINAL -- A device, usually equipped with a keyboard and display unit, for the transmission of data between a computer and a user.

TRANSACTION -- The formal completion of an activity within the criminal justice system that results in a matter of public record.

USER -- Anyone who requires the services of an information system, particularly a computerized information system.

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